

7 Strategic Recommendations

Three core strategies have been developed as the framework for the Harbor Centre Master Plan. Together, these strategies maximize Sheboygan's competitive advantages while also addressing challenges which have diminished the ability of Harbor Centre businesses to fully capitalize on local opportunities. Each of these core strategies contain three primary objectives which will be achieved under this Plan. The core strategies and objectives are:

1. **Leverage Arts, Culture and Food District:** Arts, culture and food related events and businesses represent a defining feature of Harbor Centre's character and economy. Leveraging this unique asset by coordinated marketing, representative streetscape elements and complementary programming will reinforce this influence and expand the economic influence of art, culture and food amenities throughout Harbor Centre.
 - Expand BID boundaries north to Michigan Avenue
 - Establish formal Art, Culture and Food District along 8th Street
 - Implement complementary programming and streetscape improvements
2. **Encourage Housing and Urban Development:** There are significant opportunities for infill development within Harbor Centre and adjacent neighborhoods. Market demand supports additional residential, retail and professional office space which can be accommodated on infill and redevelopment sites throughout Harbor Centre.
 - Assemble and promote redevelopment of key sites as mixed-use developments
 - Enforce quality design standards on 8th Street
 - Improve the economic return from ownership of historic properties to encourage high quality restoration
3. **Connect and Cross-Market:** Improved physical and marketing connections will boost the ability of businesses to capitalize on the wide variety of amenities located in Harbor Centre. This strategy facilitates increased customer cross-over by introducing wayfinding elements for pedestrians, cyclists

and drivers. Establishing coordinated marketing activities is also a key part of this strategy.

- Improve mobility in and around Harbor Centre through wayfinding and mobile-friendly technology
- Implement and promote use of alternative modes of transportation including trolleys, water taxis and bicycling
- Work with tourism, Convention and Visitor's Bureau, Sheboygan Performing Arts and businesses to coordinate messaging and promote Harbor Centre attractions
- Each objective and specific action item is explored in further detail below. Case studies of some successful projects are provided as a further illustration of Plan objectives.



Recommendations build on successful projects and unique assets of Harbor Centre to create a marketable brand for the district.



Leverage Arts, Culture and Food Cluster

Currently, there is minimal crossover in audience between Sheboygan's arts, culture and food establishments. For example, respondents to the public survey conducted during the planning process identified more than 50 individual businesses as among their top three favorite destinations, yet few identified multiple businesses within this cluster. In fact, many comments specifically identified a need for businesses to complement an existing arts and culture destination, demonstrating that visitors are often unaware of the location and offerings of existing businesses, even those offering goods and services that are complementary to favorite downtown activities.

Creating an effective Arts, Culture and Food district will require establishing organizational, programmatic and physical elements to grow, reinforce, and promote the presence of arts, culture and food offerings. The arts, culture, and food district is centered on the intersection of 8th Street and Wisconsin Avenue. This core of the major cultural and artistic destinations, which includes the John Michael Kohler Arts Center, Mead Library, Weill Center and Children's Museum, attracts a combined half-million visitors per year. The district extends northward to incorporate the emerging nightlife of Michigan Avenue and to Jefferson Avenue (7th/8th/9th Street split) to encompass the Stefano group restaurants and other food related businesses on the southern side of 8th Street. The combination of these complementary elements within the district will create opportunities for 24-7 events and activity, expand the customer base, and increase the duration of customer visits. The expansion of the district north to Michigan will also increase the opportunity to capitalize on BID events hosted at Fountain Park, which can now be marketed as a central location for arts and culture themed events.

Establishing 8th Street's reputation as an Arts, Culture and Food district will be accomplished in several ways, including the following:

- Expanded events focused on arts, culture and food activities. The BID and other partners have already established a number of successful festivals around this theme, including the Chalk Art Fest, Taste of Sheboygan, and the Farmer's Market.
- Adding complementary informal activities and programming during peak visitor periods when there are no large events will support

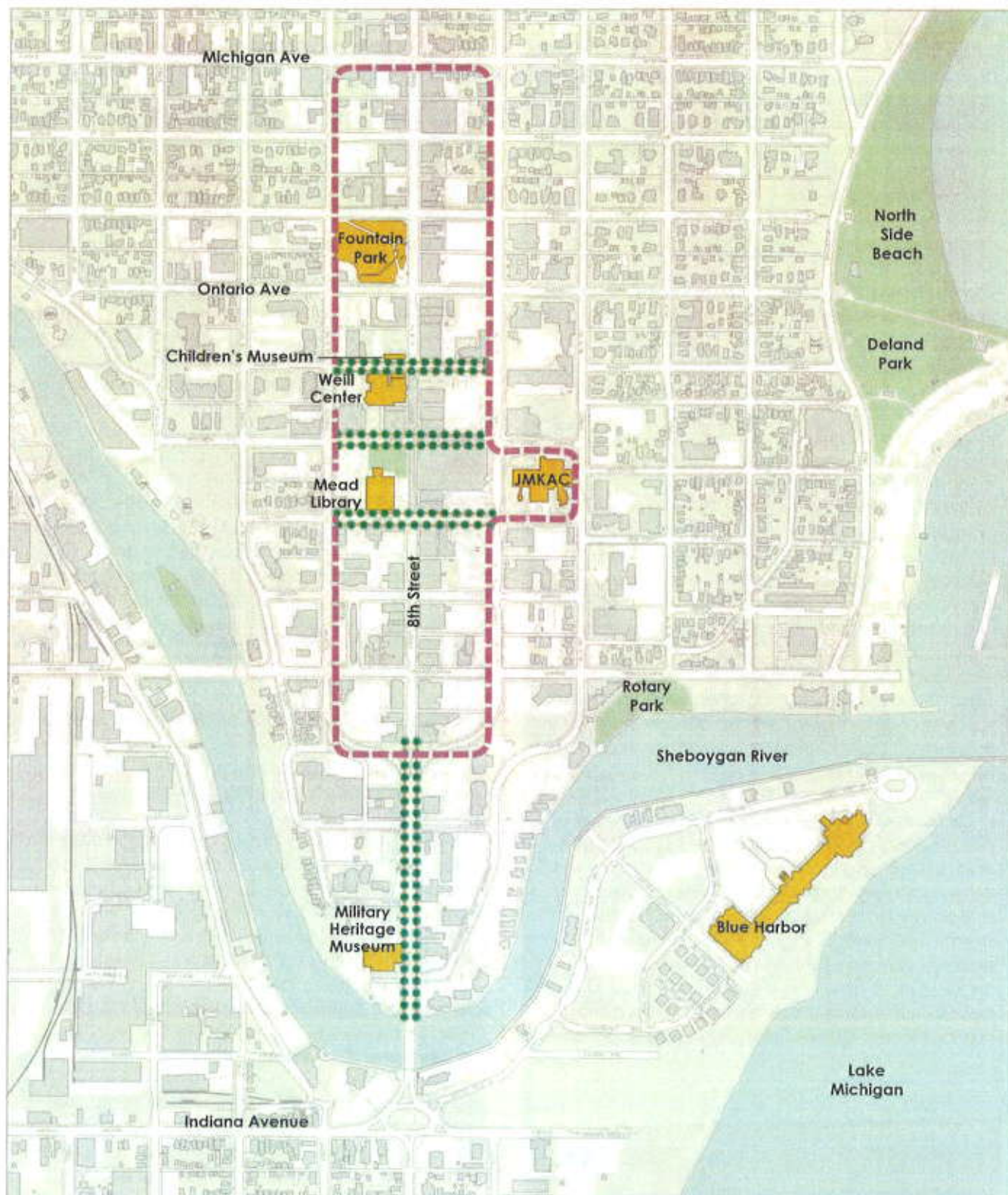
the increased presence of arts and culture for visitors to 8th Street. Recruiting performing artists to play, sing or paint at locations along 8th Street creates a sense of vitality and interest, and creates opportunities to partner with and support local arts groups.

- Reinforced presence of arts through visual art installations. Ideally, all public infrastructure in the future will have a public art component. Typical mediums for public art in downtowns include custom bike racks, wall murals, and custom banners and signage - nearly any fixture can include some artistic component. Public art elements should be most concentrated near the center of the district, but some elements such as bike racks and banners can be expanded to the entire district.



Arts, Culture and Food related programming, infrastructure and marketing will reinforce the district brand and support business growth in these sectors.

Map 7.0 Arts, Culture and Food District Elements



Legend

- MAJOR DESTINATION/TRAFFIC GENERATOR
- PROPOSED ARTS/CULTURE/FOOD DISTRICT
- ENHANCE STREETSCAPE



Arts District Success Stories

Cities across the country are using Arts Districts as a redevelopment tool. Arts Districts are complex entities that develop over long periods of time, usually decades, with multiple organizations and individuals contributing to it. The various initiatives in these districts are all as diverse and unique as their cities. The shared resources of an Arts District foster community. Examples include:

The Sheboygan Project: During the summer of 2012, more than a dozen public art installations went up around the City of Sheboygan. A partnership between the Wooster Collective, the John Michael Kohler Art Center, the City of Sheboygan, Art Works, and numerous community partners, the goal of the Sheboygan Project was to connect artists from around the country with available space and resources to create unique site-specific works in Sheboygan and further develop Sheboygan's reputation as a destination for artists and encourage locals to embrace the arts culture of their city. Funding was provided by Connecting Communities, National Endowment for the Arts, and private contributions. Additional space is available for public art works. See thesheboyganproject.org and www.jmkac.org/index.php/connecting-communities/the-sheboygan-project

In **Canton, OH** the Chamber, Arts Council and BID created an Arts District. They started with one gallery and no artists. They now have 26 art galleries and studios. They created a Monthly First Friday Event by hiring a few street musicians, hanging some balloons and encouraging shops to stay open late on Fridays. It now has an average of 1000 people attending it each month. The district has collected 43 new pieces of public art and



has transformed 100,000 square feet of vacant space into new uses. Funding for the Arts District is provided by the Canton Development Partnership, Canton Regional Chamber of Commerce, Downtown Canton Special Improvement District, Downtown Canton Land Bank, Canton Tomorrow, Inc, and City of Canton. (see Cantondevelopmentpartnership.com; DWNTWNCanton.com; CantonArtsDistrict.com)

In Cleveland, the **Gordon Square Arts District** ran a single capital campaign that raised money for three separate theater projects at three separate non-profits. This idea seems almost implausible, as it's rare to see three non-profits share donors and connections. But, if they hadn't collaborated they wouldn't have been able to raise the necessary capital on their own. By collaborating, they were able to operate on a grander scale and make the project about revitalizing the District, as well as supporting the arts. The triad of arts and non-profit organizations is helping to infuse more than \$500 million in economic development into the community and playing a role in attracting educated, creative young workers. See www.gordonsquare.org

In **Dubuque, IA**, the arts and cultural community plans an important role in the communities economy and social infrastructure. Through partnerships between the City and the Arts and Cultural Affairs Advisory Commission and contributions from citizens and arts and cultural organizations, Dubuque has established itself as one of the most vital, creative and attractive places to live and work in the area. Since 2004, the City of Dubuque has provided over \$2.3 million in funding for the arts, and in return the arts industry generates \$47.2 million in annual economic activity. See www.cityofdubuque.org

Whitewater Arts Alliance supports the City's Main Street program in a number of ways. The group coordinates the annual Art Walk, which places local art in downtown stores as part of its annual event, solicits artists and sponsors the Banner Project, which creates one of a kind decorative streetscape banners surrounding an annual theme, and curates an art collection which loans a rotating art installation to various civic and cultural organizations around town. The group has also raised funds for and commissioned a number of public art installations including a riverfront sculpture walk,

downtown mural program and other notable works throughout downtown.

Case Study -Portland, Maine

Formed in 1995, the Portland Arts District has come a long way from its time of vacant buildings, panhandlers, and boarded up windows. Now there are condos, outdoor events, vibrant cafes and restaurants, a robust Friday Art Walk and museums and galleries that are succeeding.

Establishing the Arts District identity was important to conveying a message of accessibility between the Arts District and the Old Port and other downtown destinations. Once the district's identity was established and connections between the districts were made, visitors stayed longer. The possibility of extending the length of stay provided incentives to downtown businesses to assist in the creation of the Arts District.

The Plan for Portland's Arts District was a partnership between the City of Portland, the UNUM Foundation, the Davis Family Foundation, the Maine Arts Commission, other private foundations, local businesses and civic groups. The City was committed to supporting the development of Portland's arts & culture industry and wanted to create a plan to encourage an emerging downtown arts district. The Arts District provides measurable results in Portland, including:

- Arts and Culture organizations spend 21 million dollars annually.
- Portland's cultural sector employs 340 employees and 1800 volunteers.
- Artists' expenditures amount to approximately \$473,997 annually.
- 70% of the respondents agreed that "Portland is a much better place to live because of the variety of arts activities going on here."
- 83% agreed that "Better promotion of Portland's cultural life could improve tourism in the area."
- 50% of the Portland primary market residents reported that they had attended a live performing arts or entertainment event in the past 12 months. 49% had attended a museum or gallery during the same period.

Arts District initiatives include:

The District continues to move forward with new initiatives, including:

- Creation of a Cultural Liaison position within the Department of City Planning, and the devotion of additional planning staff time to arts district and downtown issues.
- Publication of "Arts Alive Calendar", the area's major consolidated arts calendar, uses city staff and resources.
- The City manages and operates City Hall Auditorium (which is a major theater with world-class entertainment).
- Creation of the Percent for Arts ordinance and program.
- Investment in physical improvements to Congress Square - the public space and center of Arts District.
- The City also created a loan fund to assist a number of property owners in renovating their buildings to encourage Arts and Culture oriented businesses. They were successful in renovating an old Department store where the Maine College of Art moved into and the relocation of the Children's Museum of Maine to the downtown Arts District.
- Friday Art Walk expansion. Currently, the weekly event attracts thousands of people to walk the district and attend gallery openings, dine in restaurants and cafes and peruse shops.

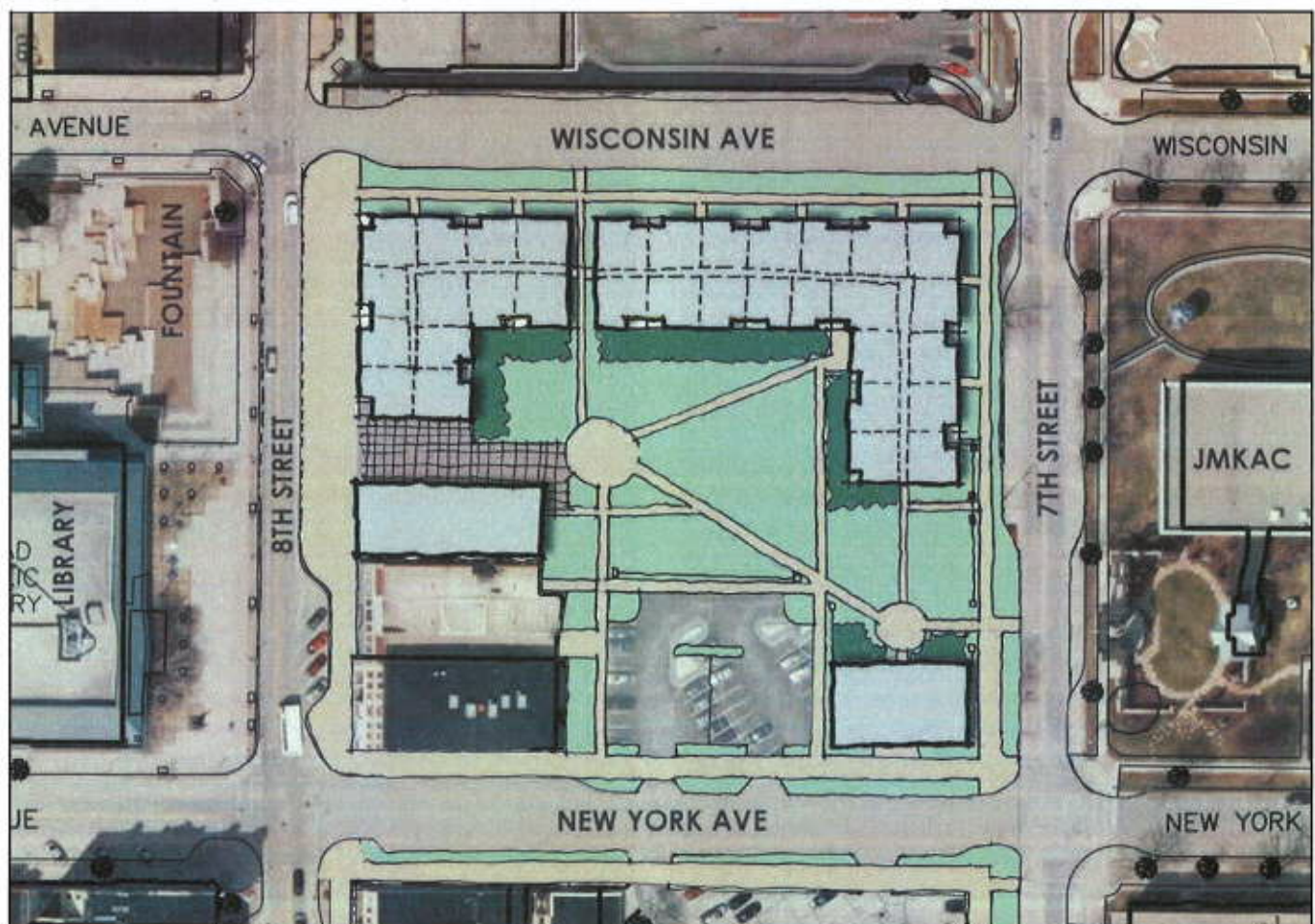
Restaurant activity is currently the strongest market segment of Harbor Centre and represents a significant growth area for customer spending. As is evident by the more than one-quarter of City restaurant spending which occurs downtown, Harbor Centre dining is embraced by both locals and visitors. Dining and nightlife are also a perfect complement to art and culture activities, and can easily be cross-marketed with events and destination attendance. Sheboygan has a strong, and growing, local foods movement. Capitalizing on established Buy Local, Dine Local movements to help coordinate marketing for local food restaurants and artisan goods can help reinforce the relationship between arts and food. Examples of successful programs aimed at supporting small and independent businesses are highlighted on page 37.

A long-term opportunity exists to expand the Arts, Culture and Food District by introducing additional connections and gathering spaces between 8th Street destinations and the John Michael Kohler Art Center. The recently announced closure of the Boston Store will

create the opportunity to fully re-integrate the traditional street grid into the downtown while also eliminating the blighting effect of blank walls and un-landscaped surface parking which currently faces the John Michael Kohler Art Center. A mixed-use development on the site of the Boston Store could include residential units, arts-related commercial and retail space, and a direct pedestrian-only connection to 8th Street, potentially with a sculpture garden or other art elements. As the Halprin Fountain in the Library plaza continues to age, there will also be an opportunity to create a hardscape plaza and gathering area in this space which could complement Fountain Park as a home for events in the District.

The Arts, Culture and Food District Center conceptual development plan shown below illustrates the potential for a project which connects civic, cultural and arts attractions clustered around 8th Street and Niagara Avenue. This block represents the last remaining vestige of the mid-century Plaza 8 pedestrian mall which closed 8th Street to vehicular traffic for more than a decade. The disruption of the street grid on

Map 7.1: Conceptual Redevelopment Plan for former Boston Store site



Buy Local, Dine Local Movements

Many attractions draw people to "Main Street" and downtowns, whether it's great architecture, museums, or libraries but it is local, independent businesses that make people return again and again. Successful independent businesses contribute to the tax base, meet consumer demand and add vibrancy to a community. They maintain a community's distinct character as more and more towns are attracting the same chain businesses.

Studies by Civic Economics and the Institute for Local Self Reliance (ILSR) have shown dollars spent at local independent businesses return an average of \$45 per \$100 spent to the local economy, compared to just \$14 or less for \$100 spent at a chain. In 2013, ILSR surveyed independent businesses and those communities with a "buy local" campaign reported an 8.6% sales increase compared to just 3.4% for those without such a campaign. While this may seem small, it can mean the difference between success and failure for small businesses.

In Portland Maine, 79% of those businesses that participated in the Buy Local Initiative said the campaign benefited their businesses and 68% said they gained new customers as a result of it. In Portland, they distribute posters, shirts and other items to keep the message out there.

While some people shop at local, independent businesses out of a sense of community loyalty or because they are invested in sustainability, most will not.

Why buy local?

- To maintain community identity
- To keep dollars local
- To keep more jobs
- To help the environment
- Local businesses donate more than twice the money to community causes than chains.

For a "Shop Local" campaign to be effective, you need to show value that the competition lacks. And, a campaign needs to be more than a catchy slogan or decals in the shop windows. Message and tone varies from community to community. In Boulder, Co., ads were designed to highlight independent businesses for their

university-oriented consumers as "hip places to shop, dine or visit". Their tagline is "You're not a clone - why shop at one?" However, a more upscale publication ad tagline was "Treat yourself to the best."

In Louisville, the local initiative is "Keep Louisville Weird". They produce a map and directory of local business, have created an APP and provide collaborative marketing opportunities to their members. This holiday season they have created a promotion called "Shift your Shopping". There is a contest that requires patrons to show receipts from 5 local businesses and they are entered to win \$1000 in gift certificates from local businesses.

Annual Events

To get started, Sheboygan can participate in one or all of the below annual events.

Small Business Saturday This is a national initiative to help small merchants and aims at encouraging shoppers to shop at local merchants the Saturday following Thanksgiving. Tens of millions of Americans participated last year. www.shopsmall.com

Independents Week This is the first week in July and connects going local with independence and freedom. AMIBA facilitates the event and offers assistance. www.AMIBA.net/indieweek

Shift Your Shopping This is a joint effort throughout the holiday season led by New England Local Business Forum, Business Alliance for Local Living Economies and American Independent Business Alliance (AMIBA). The promotion aims to build upon strengthening local economies, job creation and sense of community. www.ShiftYourShopping.org



Wisconsin Avenue and New York Avenue limits automobile and pedestrian circulation between the Library, Weill Center and John Michael Kohler Art Center, a situation which is further compounded by the presence of large blank walls and surface parking lots on the eastern portion of these blocks.

The concept shown envisions a future mixed-use development which accommodates multi-story development and an additional pedestrian connection between the John Michael Kohler Art Center and 8th Street. The 50 residential units of and 28,000 square feet of commercial space shown in the concept introduces significant evening and weekend activity while creating mid-sized commercial spaces currently lacking in the downtown market.

Although the concept envisions redevelopment of the entire block, significant improvements could be made even if the structure itself remains. For instance, the reintroduction of vehicular and pedestrian traffic on New York Avenue, and the reintroduction of all or a portion of the on-street parking on 8th Street will help re-integrate the building into the historic block pattern. Streetscape amenities, decorative murals and additional windows could also help to improve the character of the building in the short term.

Encourage Housing and Urban Development

The market analysis determined that not only is downtown Sheboygan's residential market share far less than it should be to create a balanced market, but that downtown residential properties also experience consistently high occupancy. This high demand for downtown residential options, coupled with anticipated population and employment growth in traditionally rental-oriented market segments creates significant opportunities to introduce additional residential units into downtown. The growth of downtown's residential population has a disproportionately positive impact on local business growth than population growth which occurs elsewhere in the City. Not only are downtown residents twice as likely to frequent downtown businesses, they also improve safety by providing additional eyes on the street and enhance the perception of vitality for visitors by adding foot traffic and boosting customer demand during off-peak hours.

Residential growth offers the most immediate opportunity for new development, but professional space demand is also expected to increase over the next decade once excess

supply is absorbed. Because Sheboygan has consistently attracted campus-oriented companies, there is potential for larger office developments on the Boston Store site between 7th and 8th Streets, the Pentair site on South Pier or vacant Riverfront lot adjacent to Prairie States. Sheboygan also has a significant number of small firms and work-from-home and satellite workers which could be attracted to renovated upper floor office spaces, including co-working or shared work spaces. As with downtown residents, increased downtown employees will drive year-round demand for restaurants and services and create an additional customer base for downtown restaurants and retail businesses.

New retail development is also likely to be delayed until existing vacancies have been filled. Current commercial lease rates downtown remain competitive with several first floor vacancies and under-utilized space which can accommodate near-term growth at lower cost than new construction. The exceptions to this include: owner-driven construction such as gas stations and pharmacies, which are more likely to occur on the periphery of downtown, mixed-use developments with first floor commercial, and additional South Pier development with land lease arrangements. As downtown's economy continues to improve, it is also likely that the ratio of service businesses to traditional retailers will increase, consistent with nationwide trends. However, this shift may actually increase overall demand for space since some space sizes and layouts that the service sector demands are currently not available downtown.



Potential expansion of senior apartment facilities following the relocation of the nursing home facility represents a near term opportunity to increase the downtown residential population.

Map 7.2: Housing and Urban Development Elements



Legend

- MAJOR DESTINATION/TRAFFIC GENERATOR
- POTENTIAL REDEVELOPMENT SITE



The sustained level of new investment in Harbor Centre over the past ten years is testament to the efforts of the City to create a desirable development environment. However, many individuals outside the area are unfamiliar with the local market and unwilling to enter the market without a compelling reason to do so. Targeting developers with specific experience in downtown and mixed-use projects to participate in the planned Developer Summit in 2014 will create the opportunity to showcase the market and individual development opportunities to a select group. The recent decision by the RDA to make many properties available for sale (instead of just for lease) will also be helpful in attracting outside investors who prefer outright control of their site. Compiling and making available a master list of available property in downtown will make it easier for prospective businesses to assess space availability and costs. Working with property owners to ensure that spaces are marketed effectively on various online sites is also beneficial, especially for a community such as Sheboygan which attracts prospective businesses from its significant pool of long-time visitors. In addition to increased marketing and exposure of Sheboygan as a development-friendly and growing market, the BID, City and RDA can take a number of proactive steps to promote investment by existing property owners. For instance, the City could alter existing programs to encourage the conversion of under-utilized upper floor space into residential units. Once several conversions have been completed, hosting a loft tour to introduce downtown residential options to the public and simultaneously inform property owners that conversion to upper-floor residential can effectively double downtown building incomes. Several of these programs are highlighted in the sidebar on the following page. The City can also play a role in facilitating development on key sites by securing options on individual buildings or working with local investors to identify priority sites and development objectives to reduce the risk associated with site acquisition.

Further engaging potential stakeholders by creating opportunities for them to invest directly in downtown can accelerate Plan implementation. It is common for BIDs to have separate charitable arms which can accept tax-exempt contributions to support special projects, such as streetscape improvements or programming. Similarly, with the rise of local investing and crowd funding, many communities have groups of investors which have formed in order to acquire and restore priority properties within their community. These groups

typically focus on acquiring and restoring key sites or iconic properties, to productive use while also providing a return for investors.

As the City works to boost private sector investment in downtown, it simultaneously needs to take steps to ensure that investors see continued returns from their properties by promoting a quality downtown aesthetic. This includes continued investment in traditional services such as street maintenance and upkeep, but also regulatory practices such as establishing design standards and vacant building registries to prevent blighted properties from impacting adjacent property values. Design standards for 8th Street emphasize complementary signage, storefront and façade treatments, and preservation and restoration of historic structures to enhance downtown aesthetics. New developments will be required to create complementary structures which retain traditional downtown architectural features and improve the pedestrian experience along the entire span of 8th Street. The City should continue to promote its design assistance and matching fund program in the context of the new design standards

Map 7.3: Conceptual Redevelopment Plan for 8th Street Gateway



while also promoting available state and federal tax credits as a tool for promoting quality renovations.

As new development is implemented along 8th Street, current height limitations and parking requirements will need to be addressed to facilitate larger infill and redevelopment projects which can further transform the area. Oftentimes artificially high parking requirements make downtown redevelopment unfeasible. Attracting residents or professional tenants to higher quality space will require underground parking facilities. This additional cost will require additional units in the form of additional floors, and/or municipal assistance to create an economically viable project. Any assistance should be reflective of the actual need for the parking to make the project marketable to potential residents and businesses, and not simply to meet the parking requirement in the existing City code. Shared parking should be encouraged in the downtown to reduce costs and maximize parking use. Relying on public parking – with no minimum parking requirements – for small retail/service developments can make otherwise infeasible infill projects desirable for developers. The potential to incorporate existing parking utility owned land and municipal support for projects could provide additional revenue for the parking utility and make for better redevelopment projects.

Upper Floor Housing Programs

A number of communities have utilized existing funding sources to create programs which encourage renovation of upper floors of historic properties. Provide residential units in these spaces meet the need for residential options in downtown while also improving the economic returns from ownership of historic properties.

The **City of Oshkosh** operates one example of a successful Project HOME upper floor residential program. Project HOME, which is funded through the US Department of Housing and Urban Development (HUD) is targeted at creating decent, safe and affordable housing, improve the appearance of older properties and stabilize older residential areas. Under these guidelines, units created through the program must comply with tenant income and rent restrictions set by HUD for a 5 or 10 year affordability period. While using federal funding sources requires strict compliance with building codes, and often more paperwork, the program can provide up to 50 percent of project costs, or \$25,000 per unit created or repaired.

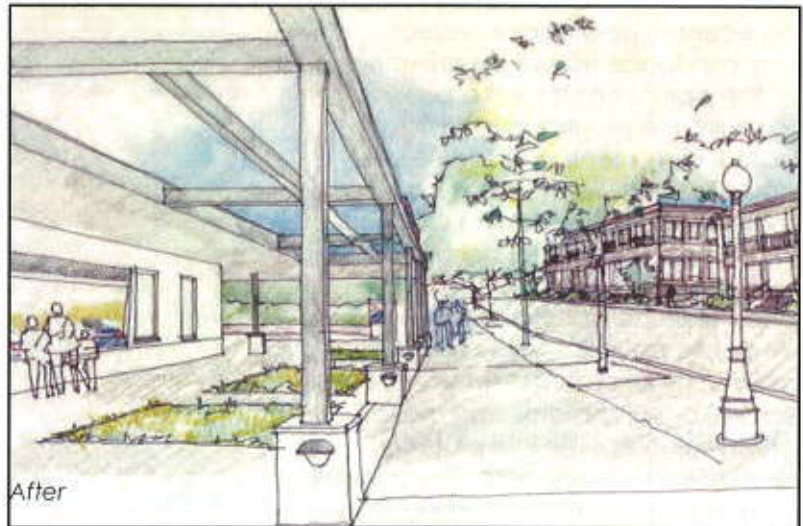
Downtown Beloit has created an Upper Floor Housing Grant using funds from its downtown TIF district. The program is administered by the Downtown Beloit Association, and provides 15 percent of project costs up to \$15,000. Grant funds are directed to a local lender to be held in funding reserve for the project and paid as reimbursement from receipts on project expenses.

Covington, Kentucky operates a CDBG funded Upper Floor Residential Rehab program. The program assists with redevelopment of upper floor vacant space into quality rental housing. Funding will supply up to 50 percent of the total cost, or \$20,000 per unit. Projects must meet financial thresholds including 1.2 debt coverage ratio and 90 percent loan to value. Funds are provided in the form of a 0 percent interest deferred loan, which is forgiven if the property remains in compliance for the full five years. Fifty one percent of tenants in these units must qualify for LMI status under CDBG guidelines.



The 8th Street Gateway site represents a key connection between South Pier and the 8th Street/Riverfront areas. The Maritime Heritage Museum and several for-sale parcels are located on the block. This block also represents one of the targeted areas for streetscape improvements, which could be accomplished in conjunction with new development in the area. The rendering illustrates Maritime Heritage Museum façade improvements and a brownstone-style apartment or condominium development on the east side of 8th Street. A residential development in this location would create significant waterfront views for residents, integrate low-cost rear garage entry for residents based on site topography, and create sufficient space for 78 units, all while preserving public parking on Riverfront Drive. The potential for acquisition of a larger site and presence of predominantly smaller one-story structures on most of the site also create significant potential to generate economic returns from by increasing density, making it possible to recruit private sector partners for development.

Conceptual Redevelopment Plan for 8th Street Gateway



Connect and Cross-Market

Recommendations within the first two core strategies are primarily focused on enhancing individual sites, corridors, or districts within Harbor Centre. The third strategy; Connect and Cross Market, focuses on improved integration and connectivity within the district as a whole. The role of connecting and conveying district elements is best served by the BID, and successes within the first two strategies will be less far reaching and impactful if the objectives associated with connecting and cross marketing are not met. The objectives associated with this core strategy fall into two distinct segments; physical connections and psychological connections. Harbor Centre has long struggled with physical connection and significant planning efforts have been conducted without success to determine the feasibility of bridges and trolley systems to better connect disparate areas in downtown. Regardless of the vehicle, it is recommended that physical connections be made to emphasize flexible routes and timing which will allow the operator to adjust to seasonal changes and incorporate emerging destinations.

High priority physical connections include both streetscape and roadway investments. Some of these improvements were discussed previously, such as enhancing the streetscape along key blocks of 8th Street, Niagara, New York and Pennsylvania Avenues and the re-connection of Wisconsin and New York Avenues. Additional longer term infrastructure improvements will include a new street connecting Illinois and Indiana Avenues to occur in conjunction with future development in the South Pier area. These improvements are indicated in Map 7.2.

The potential to introduce a pedestrian bridge across the Sheboygan River connecting Blue Harbor to Riverfront has frequently been discussed. If engineering and funding issues can be resolved, this may present a future opportunity to improve pedestrian mobility between these two key retail destinations.

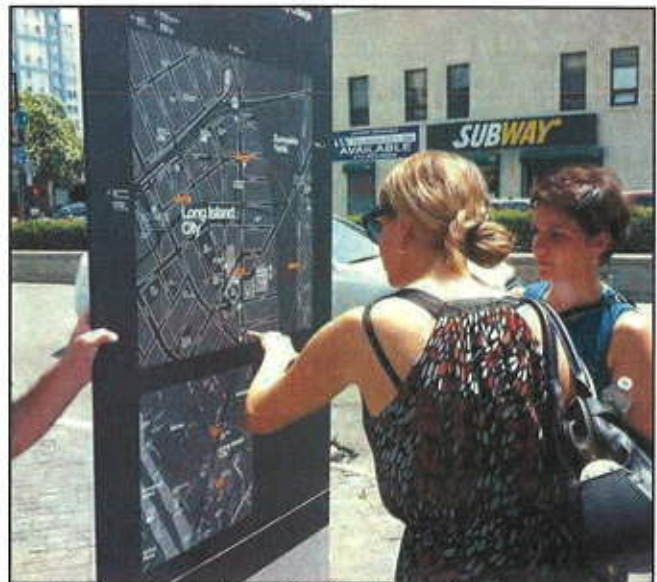
Additionally, discussions are underway with the Transit Authority to expand the current event Trolley service on a more regular basis. This type of flexible vehicle can improve transportation around downtown, especially for families and older visitors, with the added benefit of having drivers serve as de facto concierges for Harbor Centre attractions. A more permanent trolley could have dedicated and signed stops which coincide with pedestrian wayfinding, making it

easier and more intuitive to use.

Longer term, partnerships with the Transit Authority or Chamber/Tourism may allow Harbor Centre to complement this service with a unique water based service which will enhance downtown's connection to the water and create an attraction in and of itself. More importantly, both services allow for the ability to easily add new stops to the route and scale services based on season and demand.

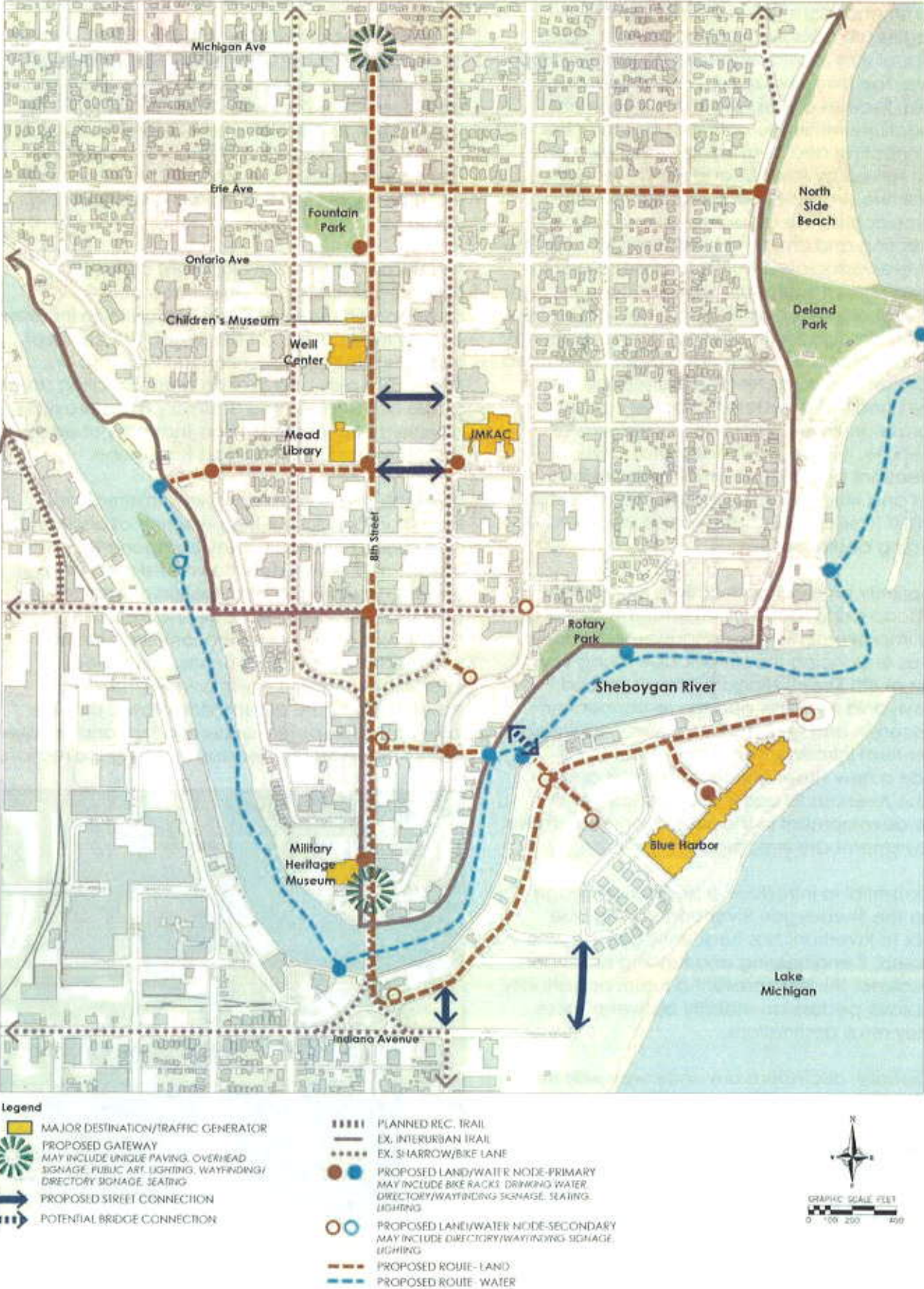
The Library Plaza redevelopment concept, illustrated on page 46, while not a new development, has significant potential to increase activity in the center of 8th Street. The concept transforms the aging sunken fountain into an interactive play and seating area. Creating an at-grade hardscape area at Library Plaza provides additional options for events that are not easily accommodated in Fountain Park alone.

Investment in non-automotive infrastructure is equally important, as the presence of pedestrian and cycling activity is a key component of a vibrant and active downtown. The most critical enhancement is the introduction of pedestrian-oriented wayfinding signage. Incorporating both map kiosks at major destinations and smaller intermediary directional signage at various intervals throughout downtown will make it easier to navigate around downtown, provide information on potential destinations and reassure visitors that they are headed in the right direction.



Physical and virtual wayfinding tools will help visitors navigate Harbor Centre and educate them about relevant retail, services and amenities in the district.

Map 7.4: Connect and Cross Market Elements



Alternative Transportation Programs

Bike Share Programs

Bike share programs have been gaining in popularity nationwide. Although many programs focus on high-tech high-profile projects in larger communities, there are multiple smaller examples of successful bike share programs which can be useful in Sheboygan. The City and County already have a strong local bike heritage with active cycling groups and events. Promoting additional bike transportation will facilitate connectivity between Harbor Centre and adjacent neighborhoods, and also provide options for visitors and locals to access various amenities without driving and parking.

Ad Hoc Bike Shares

This low-cost program provides non-managed access to a local pool of shared bikes. These systems are informal, and rely on the honesty and integrity of users for consistency. Bikes are typically distinctive (to make them identifiable and avoid theft), and have some 'recommended' guidelines for use in terms of geography. The program would need indoor winter storage, and a designated repair center to address mechanical issues. These programs are most frequently used by locals, as the bikes are less predictable and not available at individual locations in quantities to support tourist groups. Since Sheboygan already has established bike collection and restoration programs, this could be easily implemented in the City. Portland's Yellow Bike Project and Madison's Red Bike fleet are both examples of these ad hoc systems. Programs are maintained by volunteers, with Budget Bike in Madison assuming a coordination role.

Low-Overhead Bike Shares

In contrast to the credit-card and reservation-friendly nationwide bike share platforms, these bike shares rely on bike stations placed near specific destinations or activity centers. Bikes have a common locking system, with keys checked out and returned to these centers, which coordinate to manage the program. This allows for bikes to be located in fixed and predictable locations, and at relatively low cost. Several firms manufacture software which can be used to manage the system, which requires no other infrastructure beyond bikes and specialized locks. However, they are not available at all hours, and a number of

partners will need to be identified to make the program a success. Washington DC's Capital Bikeshare provides bikes with 1 day, weekly and annual membership options. Reservations are made online via credit card, with keys picked up at any number of downtown member destinations.

Water Taxi Programs

Savannah, Georgia is home to the Savannah River ferry system, which includes three ferries which transports visitors across the river. The ferry receives a majority of its funding from the room tax and \$100,000 annually from the state department of transportation via the local Transit Authority. The ferries cost approximately \$100 per hour to operate, or \$133,000 per year per ferry. The ferry is now free to ride, but used to earn approximately \$60,000 in annual revenue from a \$1 fee for crossing. Use has grown since 2001 when only 289,000 annual passengers used the system. The ferry service is coordinated by the International Trade and Convention Center and operated by the River Street Riverboat Company.

Sarasota, Florida recently explored a regional water taxi system serving several area tourism destinations. The Capital cost for a tourism-oriented route was determined to be \$150,000 per vessel, with a minimum of two boats per route and a spare available for breakdowns. The pilot route was anticipated to cost \$500,000 in year one operations, excluding capital expenses. This cost assumed a 7-day per week schedule operating year round. A Sheboygan service operating 3-4 days per week during May-September would cost significantly less than this amount. The Sarasota service assumed that a \$2 fare would cover as much as 50 percent of operating costs.



The bulk of downtown shopping activity will always be conducted at least partially on foot, but the size of Sheboygan's downtown requires a secondary means of transportation, most easily achieved through cycling. Making cycling a more visible element of downtown through increased lane markings, additional signage and the introduction of signature bike racks will cause more people to consider cycling as an option. Implementing some form of bike sharing service may be desirable to better facilitate cycling as a viable option among visitors. The case study on page 45 profiles some of the services best suited for Sheboygan.

Physical improvements such as those discussed previously can have a significant impact on the traffic patterns of visitors already in downtown. However, a well-executed marketing and communications strategy will actually increase the number and frequency of visits to downtown businesses. Signature events and general marketing materials such as the website currently provide a tool for showcasing individual businesses and sponsors, but additional coordinated effort to focus and target messages to individual audiences will increase the potential for customer crossover between destinations.

This can be accomplished at a micro level by individual business partnerships (i.e. dinner and a show packages) but also by creating several packaged messages targeted at a specific demographic segment, allowing businesses to brand themselves within the district. One highly effective way of accomplishing this is to create a digital 'app' for Harbor Centre. This app could incorporate all of the information from the website such as a district map and list of businesses by category. However, it could also allow users to filter by their own criteria, for instance searching for businesses and attractions which are 'open evenings' or 'family friendly'.

Library Plaza Redevelopment Conceptual Rendering



8 Implementation Plan

Chapter seven includes many recommendations within each of the three core elements introduced in the Plan. Some can be implemented easily and quickly with existing resources, while others will require cultivating additional partnerships and funding sources. This chapter provides a framework for identifying and approaching partners. The chapter is divided into a discussion of strategic partnerships, funding partners, and BID operations, and includes a detailed five-year work plan and a set of benchmarks to measure and demonstrate progress.

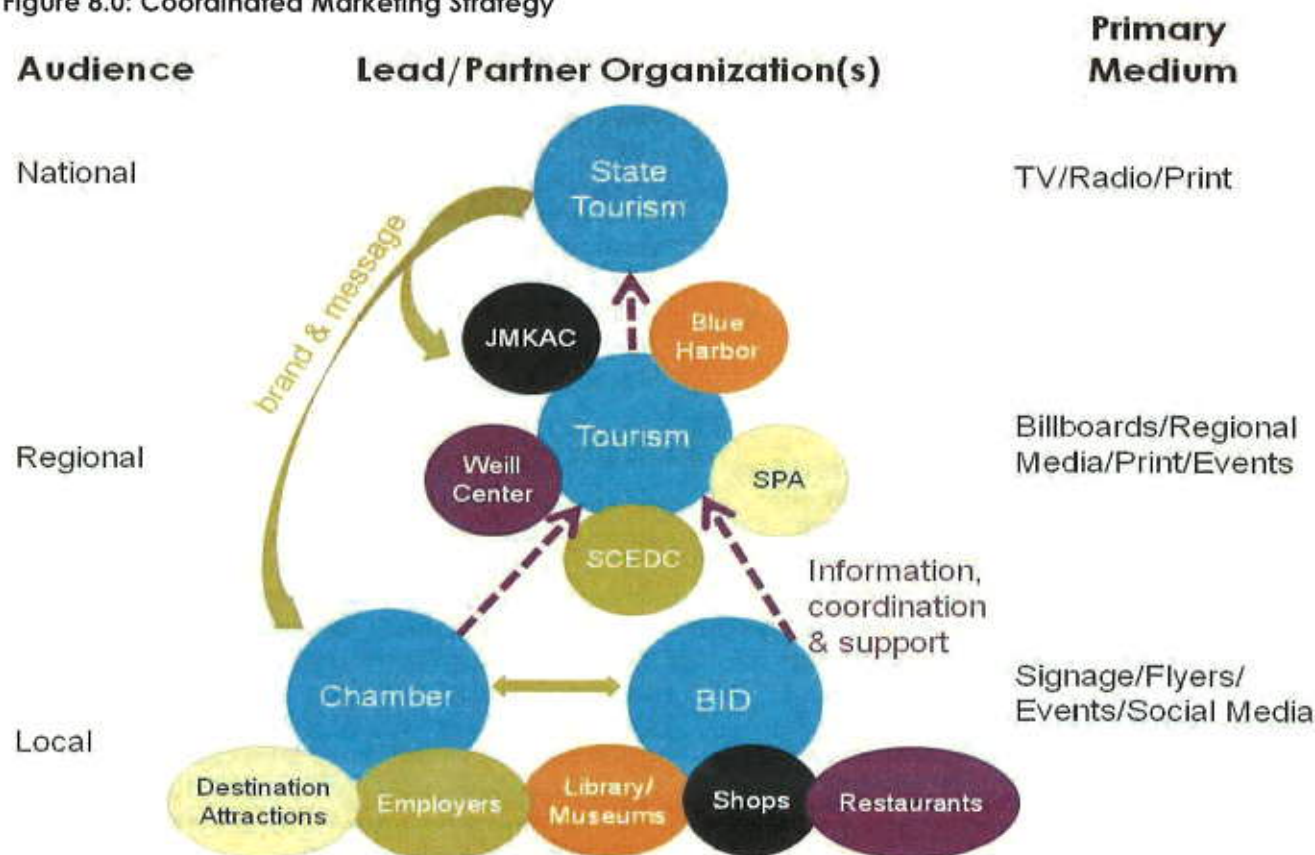
Strategic Partnerships

Sheboygan is fortunate to have a number of long-standing civic and cultural partners, many of which have dedicated pools of members, volunteers, staff and visitors which are Harbor Centre supporters. Many of these entities have had significant success in accomplishing their individual missions, but could benefit from increased coordination. Confusion between

groups and among the general public about the roles and responsibilities of individual partners should be resolved through expanded communications and joint marketing initiatives. Improving communication among these organizations can help maximize efficiency both through economies of scale and better coordination of event calendars and messaging.

The regional Sheboygan Performing Arts group meets regularly to coordinate scheduling and performances, but other arts and cultural organizations are not engaged in these efforts. Creating an Arts, Culture and Attractions committee at the BID level is a first step toward coordination. A key topic for one of the initial meetings is the roles and responsibilities of various organizations for marketing and promotions. The initial discussion should focus on ways to coordinate messages, coordinate advertising purchases to achieved reduced rates, and identify underserved market segments. The graphic below provides an example of a coordinated approach to marketing activities.

Figure 8.0: Coordinated Marketing Strategy



Once all partners understand the strategy, focus and budgets for other organizations, the group can coordinate marketing, event calendars, and fundraising to maximize the success of all organizations. Planning further in advance for marketing and events will also create additional opportunities for co-promotions and discounted advertising rates, further maximizing organizational dollars.

Partners will be needed to assist with program design and implementation. For instance, the Transit Authority has a strong interest in transportation and circulation-related initiatives, while Lakeshore Technical College and UW Sheboygan can provide resources, skills and information useful to programs such as app development, visitor surveys and Arts, Culture and Food District programming.

Funding Partners

There are opportunities to seek funding from sources outside the BID and City for several initiatives. The most promising opportunities are listed below. In general, the ability to demonstrate to funding agencies that an individual project is incorporated within a larger vision and that the community has demonstrated success with related initiatives significantly increases the potential of receiving funding. The following section outlines several funding programs which may be a good fit for action items included in this Plan. Private sector funds will also be critical to this Plan's success, and will be attracted as a result of the increased economic activity, increased property values and predictable development climate created through implementation of Plan recommendations.

Public Funding Sources

Community Development Block Grant (CDBG) Housing Program

As an entitlement community, the City receives CDBG funding directly from the department of Housing and Urban Development (HUD). Although the City has a number of active programs which use these funds, additional monies are available. Working with HUD to realign the City's Charter to incorporate additional downtown-focused programs which are consistent with the goal of providing 'decent, safe and sanitary' housing for low-to-moderate (LMI) residents can create additional dollars for property rehabilitation.

Wisconsin Department of Tourism Joint Effort Marketing

Administered by the Wisconsin Department of Tourism, the Joint Effort Marketing Grant funds new events focused on tourism activity in Wisconsin. Startup events are eligible for a three-year declining funding stream which supports 75%, 50%, and 25% of promotional costs. Awards are based on the number of visitors anticipated to attend an event, and applications are reviewed in April and September. Similar programs are also available for expansion of existing events or one-time events.

Wisconsin Arts Board

The Wisconsin Arts Board serves as a clearinghouse for many different grant programs which may be suitable for future arts activities within Harbor Centre. For example, the creative communities grants, reviewed each February, provide up to 50% of funding for local arts and arts education programming. Applicant projects must be less than three years old or represent an expansion of an existing activity.

WEDC Community Development Investment Grant

Applications for this new WEDC program can be submitted in one of three tiers of projects. The program has a rolling deadline as long as funds are available, and is focused on funding catalytic projects in a community. Examples include: preservation of a landmark historic structure, redevelopment of a key site, and gap financing to make a large development project move forward. However, a City can only submit one application for a larger tier project per year (\$100,000 and up), and the grant can only comprise 25% of project costs. Smaller planning or feasibility study projects of up to \$50,000 can also be submitted.

Tax Increment Financing (TIF)

The City of Sheboygan has successfully used TIF in a variety of projects for several decades. TIF is useful in support of real estate and infrastructure projects which will directly result in an increase in taxable value for properties within a tax increment district (TID). Maps of the City's current TIDs are available on the SCEDC web page, and past policy documents state that a 5:1 increment to cost ratio is preferred. In the future, the City may be able to capitalize on a closing district to create a housing loan fund which could be used to assist with affordable housing construction or rehabilitation in downtown.

Museums for America

Funds are available through the Institute of Museum and Library Services to support government or non-profit organization museum planning, programming, equipment purchase, technology upgrades, and collections stewardship. Eligible projects can receive grants of up to 50% of program costs. Applications are due annually in December.

Other, smaller projects identified in the recommendations are intended to be self-sustaining or, potentially, profit-generating. Examples of this include art banner programs, co-working spaces and Buy Local programs. In addition to their ability to attract new partners and investors, these types of programs frequently incorporate public auctions, membership dues or other revenue streams which ultimately build dedicated pools of program supporters.

Private Funding Sources

A number of private foundations exist for funding projects having to do with arts, culture, and community development. There are over 700 foundations dedicated to funding these types of projects within Wisconsin alone, and of those over 25 are based in Sheboygan county. Foundations vary greatly in the types of projects they support, and even individual foundations may change their goals from year to year, so project-specific research is warranted to be sure that any foundations that are approached for funding are a good fit for that particular project. Because of the changing goals within and between foundations, the key to successful funding often lies in building a relationship with a representative of that foundation prior to applying for funding. See Figure 10.5 in the Appendix for a complete list of Wisconsin based private foundations.



Plan implementation will be a community-wide effort.

Strategic Work Plan

The following pages include a 5-year strategic work plan to guide implementation of the Harbor Centre Master Plan. The work plan is sorted by the three core recommendations, with multiple goals, objectives and action items associated with each. This work plan is intended to serve as a guide for both the BID and its partners, and to be feasible given existing budgets and staffing. A supplemental one year work plan is also included which further subdivides activities into specific tasks which can be assigned to individual committees or groups. While the plan attempts to provide a sufficient level of detail to focus and guide efforts, it also includes sufficient flexibility to allow the BID to adapt to the requirements of future funders or to attract partners who will be able to take ownership of individual initiatives.

Elements included in the work plan are sequenced, with longer term items building on the success of previous initiatives to sustain momentum, leverage outside funding streams and ensure a coordinated focus within each of the core areas. Within the work plan, each action item is associated with a specific timeframe, anticipated cost and potential implementation and funding partners. In order to further guide efforts, the Steering Committee classified individual action items as high, medium and low priority. Given the limited staffing and resources, this prioritization will allow the BID Board and staff to focus first on high priority items, addressing lower priority items as time allows or by recruiting local partners to take the lead in these areas.

The one-year work plan is an example of how pulling items out of the 5 year plan according to priority and available resources can create a yearly schedule and checklist to ensure actions are taken at appropriate times and build upon prior successes. Mapping out a yearly strategy also builds flexibility into the plan- if specific actions or items require additional time (or less time) than anticipated, the schedule can be adjusted accordingly. As seen on the example one year work plan on the following pages, the first few months of the year are the most active, including several new initiatives and contacts, and the workload eases up throughout the year to allow for maintenance of on-going actions and refinement or growth of initiatives as they gain momentum.

Table 8.1: 5 Year Strategic Work Plan

Item #	Objectives and Action Items	Core Strategy Achieved	Priority Level (High, Medium, Low)	Timing	Strategic Partners	Cost & Funding	Benefit
Goal: Extend Business Improvement District boundaries north to Michigan Avenue.							Incorporate emerging entertainment and nightlife cluster into the BID, improve ability to leverage arts and culture cluster as center point for district.
1	Implement Associate Member program to allow businesses on north 8th Street to participate in BID events and marketing.	Arts, Culture & Food	Medium	Year 1	BID	\$0	Improved BID finances, increased ability to leverage range of downtown businesses, and inclusion of Fountain Park event space within the BID.
2	Formally look to expand BID Boundaries to include JMKAC and properties along 8th Street to Michigan Avenue.	Arts, Culture & Food	High	Year 2	BID, City	Legal Fees, if applicable	Raises additional revenue, expands BID to reflect public perception of 'downtown' and increased effectiveness of marketing.
Goal: Establish an Arts, Culture and Food District							Provide programming, streetscape amenities, marketing and events to reinforce existing strengths, enhance sense of place and promote relationship between art, culture, entertainment and dining establishments.
3	Formally designate Arts, Culture and Food District and incorporate arts district messaging into branding and marketing materials.	Arts, Culture & Food	High	Year 1	BID, Arts Partners	\$1,500	Establish 8th Street brand as an arts, culture and food district and create associated marketing and branding materials.
4	Work with local marketing experts to update or refresh branding and introduce arts, culture and food taglines.	Arts, Culture & Food	High	Year 1	BID, Marketing Partners	\$0	Presence of a coordinated brand and associated taglines and imagery to reinforce Arts, Culture and Food theme.
5	Increase activity at Library Plaza, continue concert series and Chalk Art Festival, introduce and expand family friendly events.	Arts, Culture & Food	High	Year 2	BID, Marketing Partners	\$1,500	Increased activity on the street, increased patronage from local and regional family populations and expanded time spent downtown by family visitors.
6	Coordinate with JM Kohler Art Center to expand public art within cultural core (i.e. Children's Museum, Boston Store Walls).	Arts, Culture & Food	Medium	Year 2	JMKAC, Property owners, BID, Children's	\$30,000	Improved downtown aesthetic, enhanced arts district presence and boundary definition.
7	Create a Buy Local, Dine Local Marketing Campaign.	Arts, Culture & Food	Medium	Year 2-5	BID, local businesses	\$1,500-\$5,000	Utilize national best practices and resources to promote shopping local to emphasize the amount of unique and locally-owned establishments. Small Business Saturday, 350.org and Restaurant Week campaigns are all potential programs which would be successful in Sheboygan.
8	Explore potential for arts coop or arts incubator space in downtown to grow local arts presence.	Arts, Culture & Food	Low	Year 2	Property Owners, BID, Local Artists or ArtSpace	\$15,000 for ArtSpace team assessment	Explore potential for arts cooperative or arts incubator space in downtown.
9	Work with restaurants to promote LOCAL food options.	Arts, Culture & Food	Low	Year 1-5	BID, local businesses	\$0	Meet market demand for locally-produced food in support of national trends and building on Sheboygan assets.
Goal: Install streetscape amenities to reinforce art, culture and food district and encourage pedestrian activity throughout downtown.							Increase investment from property owners and local and regional developers to provide market supported uses within Harbor Centre.
10	Install arts and culture oriented streetscape enhancements, focusing first on key connections, including 8th Street north of the River and Niagara.	Arts, Culture & Food Connect & Cross Market	High	Year 2-5	City, BID, JMKAC, Arts Groups	\$15,000 per block (combined with other initiatives)	Improves pedestrian experiences and connections and reinforces major routes between destinations. Introduces opportunities to reinforce art, culture and food district messaging.
11	Renovate Halprin fountain to increase utilization of library plaza and create additional event and family friendly space in core of downtown.	Arts, Culture & Food	Low	Year 3-5	Civic Partners	\$5,500 design fee for plaza, \$40,000 for modified fountain, \$100,000 for jumping jet water feature	Improve pedestrian aesthetics, create additional event space and address issues associated with maintenance and repair of existing water feature.

Item #	Objectives and Action Items	Core Strategy Achieved	Priority Level (High, Medium, Low)	Timing	Strategic Partners	Cost & Funding	Benefit
Goal: Increase awareness and understanding of Sheboygan market opportunities among property owners, investors and developers.							Increase investment from property owners and local and regional developers to provide market supported uses within Harbor Centre.
12	Host regional developer summit to provide overview of Sheboygan market, tour available sites and discuss infill and redevelopment options.	Urban Housing & Development	High	Year 1	Tourism, City, BID	\$5,000, already budgeted	Build on 2013 realtor tour with a regional developer and broker summit to present Sheboygan opportunities and introduce real estate professionals to the Sheboygan market.
13	Promote opportunity to purchase RDA owned development sites in and adjacent to downtown.	Urban Housing & Development	Low	Year 1	RDA, Local Development Partners	\$0	Diversify pool of developers and investors interested in downtown Sheboygan, promote flexibility in development opportunities.
14	Obtain options/pricing on or acquire parcels at key sites to create marketable larger redevelopment options for market supported uses and to improve aesthetics and pedestrian experience.	Urban Housing & Development	High	Year 1-5	RDA, Local Development Partners	Unknown	Develop strategy for property assembly and/or financial support available to redevelop key sites along 8th Street corridor.
15	Provide an additional 50 downtown residential units by 2015.	Urban Housing & Development	High	Year 1-2	RDA, Local Development Partners	\$0	Coordinate with developers experienced in market supported residential development, including young professionals and empty nesters, art/design professionals and/or other segments identified in housing market study.
Goal: Improve economic returns and reduce vacancy for property owners in downtown.							Increase private sector investment in downtown real estate infrastructure and create opportunities for building restoration.
16	Develop and maintain a master list of available property (sale and lease) information for downtown properties, and encourage individual property owners to more effectively market properties.	Urban Housing & Development	High	Year 1	RDA, City	\$0	Improved ability to address prospective business needs and increased awareness of business opportunities in downtown.
17	Promote upper floor unit creation/renovation through possible adjustment in CDBG program.	Urban Housing & Development	Medium	Year 3-5	RDA, City	\$60,000 CDBG	Utilize national best practices and existing funding source to promote higher value economic uses on upper floors of downtown buildings. Enhance property values and downtown residential population.
18	Host downtown loft tour to highlight variety of residential options available downtown and educate property owners on costs and returns associated with property updates.	Urban Housing & Development	Low	Year 3-5	City	Funded through ticket sales	Increased awareness of downtown residential options among the general public and educate property owners on the cost/benefit of utilizing available programs to renovate downtown properties.
Goal: Preserve downtown property values by improving aesthetics.							Protect private investment by stabilizing and improving property values and aesthetics within the Arts, Culture, and Food District
19	Establish design standards to encourage quality design and support private investment in building improvements.	Urban Housing & Development	High	Year 1-2	City	\$0	Improved downtown aesthetics and support for private investment through stable property values and design standards.
20	Continue to promote design assistance and matching fund programs for façade improvements.	Urban Housing & Development	High	Year 1-2	City	\$0	Improved downtown aesthetics and support for private investment through stable property values and design standards.
21	Promote use of federal and state historic tax credits to support renovation of historic properties.	Urban Housing & Development	Low	Year 1-2	Historic Society, RDA, BID	\$0	Facilitate preservation and enhancement of existing historic properties, which were identified as one of the most attractive and appreciated elements of downtown.

Item #	Objectives and Action Items	Core Strategy Achieved	Priority Level (High, Medium, Low)	Timing	Strategic Partners	Cost & Funding	Benefit
Goal: Preserve downtown property values by encouraging quality renovation and development activity.							Enable local investors and stakeholders to invest directly in downtown Sheboygan, and improve the ability to strategically assemble and renovate properties.
22	Revise/implement parking policy and design guidelines to encourage higher density development in key locations.	Urban Housing & Development	High	Year 1-2	City, Parking Utility	\$0	Support transition to structured parking as new developments occur to reduce surface lots in downtown and provide additional parking options. Explore redevelopment of underperforming lots.
23	Explore the creation of a local investment group or trust which can purchase, restore and operate properties in Harbor Centre.	Urban Housing & Development	Medium	Year 2-3	City	\$0	Improve ability to deal strategically with distressed properties or to assemble key parcels for development.
24	Partner with an existing foundation, or create a separate 501c3 charitable arm for the BID to accept private and foundation contributions to support plan implementation.	Urban Housing & Development	Medium	Year 2-3	City	\$0	Provide a source of funding for capital investments and larger initiatives, create opportunities to engage additional stakeholders in Harbor Centre.
Goal: Improve mobility within the BID by promoting alternative modes of transportation.							Increased local customer base and frequency of visitation, improved connectivity between districts, reduces long-term parking demand.
25	Install decorative bike racks at key locations throughout downtown.	Arts, Culture & Food Connect & Cross Market	Medium	Year 1	Sheboygan County, City, BID, IMKAC	\$15,000 for custom racks in entire district	Improves ease and awareness of bicycling within downtown, reinforces art district theme.
26	Enhance and connect family friendly amenities by incorporating bike programs and bike oriented events.	Arts, Culture & Food Connect & Cross Market	High	Year 2-4	BID, Bike Clubs, Civic Partners	\$0	Encourage existing customer to try biking to downtown destinations. Explore participation in established biking activities such as Bike to Work Day or Bike-In Movies. Ensure that bike events cater to priority markets.
27	Consider locating shared bikes throughout downtown to encourage additional bike trips and facilitate longer connections by visitor groups.	Connect & Cross Market	Low	Year 2	City, CVB, BID	\$0-\$250,000	Introduce cost-effective ways to explore downtown without driving and parking. Program options range from free loaner bike program to pay-for-use stations.
28	Explore interim options for seasonal trolley service beyond event days.	Connect & Cross Market	High	Year 1-2	City, BID, Transit Authority, Marina, Waterfront businesses,	\$40,000	Improves connections between downtown districts, destinations and waterfront. Also, adds a fun, family amenity
29	Research options for a seasonal and flexible water taxi service or "Duck Boat". Develop budget, funding options and identify minimum ridership needed.	Connect & Cross Market	Medium	Year 1-2	City, BID, Transit Authority, Marina, Waterfront businesses, CVB	\$10,000 for formal study	Improves connections between downtown districts, destinations and waterfront. Also, adds a fun, family amenity
30	Once funded, begin the taxi/Duck service.	Connect & Cross Market	Medium	Year 3-4	City, Tourism, Private Sector	\$100,000 per year operating, potential Blue Harbor Room Tax Funding	Improves connections between downtown districts, destinations and waterfront. Also, adds a fun, family amenity which can serve as an additional attraction in downtown.

Item #	Objectives and Action Items	Core Strategy Achieved	Priority Level (High, Medium, Low)	Timing	Strategic Partners	Cost & Funding	Benefit
Goal: Improve wayfinding and navigation within the BID to encourage visitors to explore additional businesses or amenities.							Increase customer crossover between businesses and destinations downtown and capture additional customer spending.
31	Install pedestrian wayfinding signage and maps throughout downtown.	Connect & Cross Market	High	Year 2	City	\$15,000	Improves connections between downtown districts, destinations and waterfront to orient visitors and customers and identify major destinations and attractions.
32	Work with Lakeshore Technical College, UW Milwaukee or other local source to develop a wayfinding smartphone APP which promotes business, events and provides walking, biking and drive maps.	Arts, Culture & Food Connect & Cross Market	Medium	Year 1-2	BID, LTC	\$5,000	Provides information on businesses and amenities, but also directions, maps, and distances to between attractions. Allow visitors to plan trips to downtown by providing recommendations for 'add on' destinations.
33	Establish additional street connection through Pentair site to provide additional access to South Pier and mitigate event traffic.	Connect & Cross Market	Medium	Year 2-5	City	\$60,000 per street	Provide additional entrance/exit for South Pier residents and visitors and improve navigation to South Pier from Indiana Avenue.
34	Re-establish and enhance street connections at Wisconsin and New York.	Arts, Culture & Food Connect & Cross Market	Low	Year 2-5	City	\$60,000 per street	Improves connections between major attractions, Library, Arts Center, Theater, Children's Museum
Goal: Support coordination among local and regional tourism, event and consumer marketing to leverage investment and establish common messages.							Grow and expand regional reputation of Sheboygan as a tourism destination and retain BID market share of regional visits.
35	Coordinate cross-marketing & promotions between businesses and destinations downtown.	Arts, Culture & Food Connect & Cross Market	High	Year 1	BID	\$0	Increased awareness of downtown options, improved connections between entities and businesses with common customer demographics.
36	Clarify marketing roles and establish a system of cross-marketing and support among regional and local entities.	Arts, Culture & Food Connect & Cross Market	High	Year 1-5	BID, local businesses	\$0	Coordinate and streamline messaging, and leverage group purchase opportunities for media and marketing materials.
37	Coordinate local and regional events to maximize attendance and strategically time events to benefit businesses.	Arts, Culture & Food Connect & Cross Market	High	Year 1-5	BID, local businesses	\$0	Meet market demand for locally-produced food in support of national trends and building on Sheboygan assets.
38	Work with local businesses to accommodate locally-demanded consumer goods within existing businesses (i.e. family dining, ethnic food options, quick lunch menus).	Arts, Culture & Food Connect & Cross Market	Medium	Year 1-5	BID, local businesses	\$0	Meet market demand for family-oriented dining options to support branding.
39	Encourage formation of a downtown residential organization to coordinate and communicate with downtown residents.	Connect & Cross Market Urban Housing & Development	Low	Year 3-5	Local Neighborhood groups, property	\$0	Expand ability for City, BID and other entities to access and market to downtown residents. Facilitate identification of residential trends, concerns and opportunities.

Table 8.2: Example One Year Work Plan

Item	Estimate (month)	Description	Month											
			1	2	3	4	5	6	7	8	9	10	11	12
1	1	Develop Associate Member Rate/Benefit Structure for businesses not in the BID.	•											
2	13	Create one page information sheet on RDA owned properties, including sale/lease options.	•											
3	13	Communicate property purchase opportunity to local financial institutions, real estate and development groups, highlighting high priority sites now available for sale.	•											
4	16	Improve and maintain master list of vacant storefronts, available properties and development sites in downtown by size and price. Work to increase availability of property data on free commercial listing systems and City website.	•											
5	19	Formally adopt design guidelines for Arts/Culture/Food District.	•											
6	32	Reach out to educational partners to secure partnership for smartphone wayfinding APP development.	•											
7	3, 4	Establish Arts, Culture and Food Committee with monthly meeting.	•											
8	35,36,37	Establish roles and responsibilities for marketing and promotions activity.	•											
9	4	Host marketing and branding discussion to refresh/enhance BID logo and develop associated taglines.	•											
10	1	Approach North 8th Businesses for Associate Membership.	•	•										
11	13	Send monthly email highlighting one available property to database of local/regional businesses, investors and economic development partners.	•	•	•	•	•	•	•	•	•	•	•	•
12	35	Identify common and affiliated marketing messages and themes to better retain and enhance Sheboygan's brand.		•										
13	37	Establish an online master calendar of events for Sheboygan area to maximize event attendance and facilitate event timing to benefit local businesses.		•										
14	22	Review existing zoning ordinance to require minimum of 2-story development, eliminate surface parking as an allowable use on 8th Street, and encourage structured parking as part of new developments.		•	•	•								
15	37,38	Compile existing data on events, businesses and destinations, including category, relative pricing, location, contact information and hours of operation.		•	•	•								
16	14	Determine purchase price or secure option on land at key sites downtown.		•	•	•	•	•	•	•	•	•	•	•

Item	Action (Months)	Description	Months											
			1	2	3	4	5	6	7	8	9	10	11	12
17	3	Formally approve Arts, Culture and Food District.			•									
18	4	Create arts & culture version of BID logo and tagline for promotional materials.			•									
19	12	Schedule date, venue and transportation for regional developer summit.			•									
20	20	Create brochure highlighting design guidelines, design assistance and façade grant, and promote success stories with before and after photos. Include 'common project' guide highlighting typical improvements such as awnings, signage and windows; along with typical cost range for each project.			•									
21	35	Encourage businesses to plan coordinated marketing and specials associated with individual events, and pursue joint purchase discounts for advertising.			•									
22	28	Work with Transit Authority and Civic Partners to expand Trolley operations beyond event days.			•									
23	12	Work with City to develop market data handouts, speakers, tour itinerary and marketing materials for developer summit.				•								
24	12	Assist City in identifying regional developers with significant urban experience and extend personal invitations to participate in summit.				•								
25	5	Develop an annual calendar of arts, culture and food events in Harbor Centre.				•								
26	20	Mail brochure to all property owners in downtown.				•								
27	21	Reach out to developers/architects with historic preservation tax credit experience to promote use of tax credit program to interested property owners.				•								
28	32	Solicit additional information from organizations, businesses and destinations to populate smartphone APP.				•								
29	28	Create trolley route map and online scheduling site to provide convenient access to trolley information.				•								
30	28	Install pole-mounted trolley stop signs to market service and indicate stop locations.				•								
31	15	Reach out to individual developers with multifamily experience in high end urban residential.				•	•							

Item	P.Y. Action (Items)	Description	Month											
			1	2	3	4	5	6	7	8	9	10	11	12
32	32	Refine Smartphone App- Create 'lists' of coordinated destinations highlighting Sheboygan assets, i.e. 'family-friendly', 'arts & culture', 'nightlife'. Also create searchable categories for commonly desired features such as 'indoor/outdoor', 'free', and 'close to me'.					•							
33	5	Explore opportunities to expand existing or new events to incorporate additional arts, culture and food elements.					•	•	•	•	•			
34	5	Identify sources of musicians, performing artists and street performers and solicit performances at key locations on event days or key evenings.					•	•	•	•	•			
35	12	Participate in Regional Developer Summit.						•						
36	32	Launch smartphone APP, and promote downloads with contests, scavenger hunts and associated marketing.						•						
37	29	Continue research into flexible water taxi system to address long-term circulation needs.						•						
38	12	Follow up with participating developers to identify interest in available sites/solicit input on Sheboygan market perceptions.							•					
39	15	Determine financing or market gap preventing development of higher-end housing.							•					
40	6	Work with Plan Commission to establish standards for public art program.							•	•	•			
41	25	Approach arts, cycling and other partners to develop custom distinctive bike rack design for ACF district.								•				
42	6	Work with Arts partners to establish public art theme, cost and funding for program.								•	•			
43	15	Work with RDA, local financial institutions and local employers to secure additional financing or pre-leasing commitments to create opportunity for high end project to move forward.								•	•			
44	10	Work with local arts partners to develop themed art installation program for downtown.									•			
45	25	Launch fundraising for installation of new bike racks, and prioritize installation adjacent to key destinations.									•			

Item	Qty. Action Item(s)	Description	Month											
			1	2	3	4	5	6	7	8	9	10	11	12
46	6	Solicit property owners interested in participating in expanded public art program.											•	
47	38	Work with local businesses to accommodate locally-demanded consumer goods within existing businesses (i.e. family dining, ethnic food options, quick lunch menus).											•	
48	10	Purchase materials for first year art installation project and solicit artists or art groups to create themed pieces.											•	•
49	5	Apply for a JEM Grant through Wisconsin Department of Tourism for Arts & Culture Programming (Aug, Nov, Feb, April).											•	
50	10	Host banner unveiling/installation.												•
51	10	Schedule date for banner silent auction and unveiling of following year campaign.												•

Business Improvement District Sustainability and Operations

The majority of this document focuses on recommendations for Harbor Centre as a whole, including strategies and action items which will involve a wide variety of public and private partners to implement. However, as the entity most responsible and accountable to Harbor Centre stakeholders, the BID will serve as the convener and coordinator for these disparate groups, and will be responsible for tracking Plan progress. In order to accomplish this task, the BID will need to realign its internal structure to focus on the elements identified in the Plan. The following section provides specific recommendations for organizational and fiscal changes that can be implemented within the BID to accomplish this goal and create a more sustainable and focused organization. These changes will, in turn, allow the BID to provide a measurable and well-defined set of services to Harbor Centre property owners and businesses.

Fiscal Recommendations

The BID is a special assessment district that assesses properties within its boundaries to provide programs and services beyond what is provided by the City. The BID includes both taxable and tax-exempt properties along 8th Street, the Riverfront and South Pier. Because they do not pay property taxes, government and non-profit properties also do not pay the BID special assessment. The BID has a 2013 operating budget \$138,000, which is small relative to the large geographic area that it covers, and does not allow the BID to provide the type and quality of programming which will drive traffic to all areas of Harbor Centre. The following section provides a two-phased approach to expanding the BID's revenue base over time to allow for a consistent level of event activity and marketing which can have a measurable impact on downtown activity.

1. Phase 1
 - Create a PILOT Program. A payment in lieu of taxes (PILOT) contribution program should be created to encourage non-profits and government agencies to contribute and support the BID.
 - Expand the BID boundaries up to Michigan Avenue on 8th Street and 9th Streets. Business on 8th Street north of Ontario are interested in being included in the BID so that they can benefit from the services the BID provides, such as marketing, promotions and special events. Expanding the BID connects this area of downtown to the rest of

downtown. An expansion will also provide additional uses and growth opportunities to central downtown. An expansion to this area at the current BID assessment formula will bring an additional \$30,000 in revenue, a 22% increase, bringing the budget to \$168,000.

- Increase BID website ad revenue. BID website advertisement rates should be increased as the website gets more visitors.
2. Phase 2
Create a Membership Program. For businesses outside of the district that want to participate in the BID's marketing and promotions programs, the BID should consider creating a membership contribution program. The BID fee minimum is \$200. The membership fee for business outside of the district can start at \$200 or more. The proposed rate structure is below:

Type	Membership Fee
<u>Retail/Restaurant</u>	
Less than 1,000 sq. ft.	\$200
1,001-2,500 sq. ft.	\$400
2,501-5,000 sq. ft.	\$800
Over 5,000	\$1,000
<u>Commercial</u>	
Less than 5000 sq. ft.	\$500
5,001-15,000 sq. ft.	\$1,000
15,001-25,000 sq. ft.	\$1,500
Over 25,000 sq. ft.	\$2,000

Future BID revenues are projected in Table 8.3, factoring in the various changes recommended above.

Organizational Recommendations

The BID's current work plan includes a diverse group of activities ranging from business recruitment, marketing, promotion, tourism, event development, and coordination. Given that the BID has only one full time staff person, this work plan results in a scattered approach to service delivery, rather than a measurable impact in areas where the BID can have a significant impact. Furthermore, special events are very time- and resource-intensive and require a dedicated and focused approach in order to make an impact. Fortunately, the City and SCEDC have demonstrated a commitment to business outreach and recruitment, and are well-positioned to take the lead role in these efforts. Similarly, the BID can support its partners and members which are actively engaged in regional tourism marketing, while focusing its own programs on attracting local market visitors. These two user groups effectively complement one another by increasing peak season tourism and locally-driven shoulder, off-seasons and weeknight traffic. The following recommendations illustrate how this shift in focus will impact marketing, promotions and events planning.

1. **Advocacy/Coordination.** The BID should take an active role in advocating for the downtown and its businesses. BID staff can play the role of convener with City officials, community leaders and arts and non-profit agencies to implement many of the suggestions in the Harbor Centre Master Plan.
 - Liaise between the City and the downtown businesses and property owners.
 - Monitor and advocate for the implementation of wayfinding signs.

- Monitor and advocate for the pedestrian and bicycle streetscape improvements that are recommended in the Master Plan.
 - Support and encourage the City to create an Arts, Culture and Food District for downtown.
 - Convene and coordinate the Kohler Arts Center, the Children's Museum, the Theater and the Library in marketing and promoting an Arts, Culture and Food District.
2. **Marketing & Promotions.** The BID should create marketing campaigns and promotions that are targeted at local residents and employees. Promotions should encourage people to go into shops and restaurants, like Ladies Night. The BID should highlight the entities that are already driving pedestrian traffic, such as the Library, Kohler Arts Center, the Theatre, and the Children's Museum. Collaborating with these existing traffic generators will bring additional customers to downtown businesses.
 - Create a Map and Directory listing of all members of the BID.
 - Create a Mobile App, including a Map & Directory, either in partnership with the existing App Brewery at the University of Wisconsin at Milwaukee or by working with Lakeshore Technical College or UW Sheboygan to establish a similar partnership.
 - Convene the District's Promotions and Event Committee to develop coordinated marketing efforts that include arts and culture organizations, shops, and restaurants.

Table 8.3: Future BID Revenues

	Current BID Revenue	Proposed BID Revenue
Assessment	\$124,000	\$154,000 (includes expansion -\$30,000)
PILOT (County, City, Kohler)	0	\$15,000 (assumes 2 @ \$7500 each)
Membership	0	\$200-\$2000 (assumes 1-10 new members at \$200)
Interest	\$600	\$600
Website Income	\$570	\$570-\$1000
Ladies Night Income	\$2500	\$2500
Market Days Sponsorship	\$10,000	\$10,000
Harvest Fest Sponsorship	\$1000	\$1000
TOTAL REVENUE	\$138,670	\$183,870-\$186,100

- Encourage and promote all hours, all-ages entertainment, cultural and dining opportunities.
 - Work with downtown restaurants to promote family friendly options.
 - Create and promote a Buy Local/Shop Local/Dine Local campaign.
 - Continue installing Holiday Décor.
3. Targeted events to the local population and families. Events are time- and resource-intensive and need to be targeted to make an impact. The purpose of downtown events should be two-fold; to create a positive image of downtown, and to encourage foot traffic into businesses. If the event does not do these two things, especially the second, then the BID should not be directly involved in the event. The event should also generate some revenue for the BID if it is to be sustainable. The target audience for events should be local residents. A successful local event can also attract tourists who are in town, especially if held during off-peak periods, but this audience should not be the focus of marketing efforts. Events should also be spread throughout the downtown so that they benefit each area and they should be targeted to different audiences (i.e. families, 20 and 30 year olds, downtown workers, men, women, etc.)
- Refine and refocus current BID events to attract the local market. The BID should not administer events that don't fit this recommendation. Current events include: Market Days Music and Trolley, Riverfront Music, South Pier Music, 4th of July, Ladies Night, Harvest Fest, and Holidays & Ice Rink. A first step in refining these events will be to survey attendees of existing events to determine what demographics are attracted to each type of event. Events can then be marketed more effectively and refined to focus on individual market segments for each event.
 - Create an event that encourages sales and creates foot traffic (i.e. Ladies Night or a wine/beer/food tasting in each store).
 - Create an event that ties into the Buy Local/Shop Local campaign.
 - Create events that promote and complement the Arts, Culture, Food District once it is established.

It is recommended that the BID retain its current committee structure and add an additional Arts, Culture and Attractions Committee. The revised committee structure is outlined below:

- **Executive Committee:** The Executive Committee is made up of the BID President, Vice President, Secretary, and Treasurer. The committee oversees the basic structure of the organization. This committee should also be charged with implementing Harbor Centre Master Plan.
- **Budget and Finance Committee:** The Budget and Finance Committee oversees the annual budget preparation and periodic review of budget expenditures.
- **Promotions and Events Committee:** This committee is made up of board members and other community stakeholders. It will oversee branding the district, creating marketing and promotions, and working on district events.
- **Economic Development Committee:** This committee should work on creating supportive policies and programs to encourage residential development. It should also work with the City and Redevelopment Authority to encourage urban development. Business recruitment and retention should be left to the Sheboygan County Economic Development Corporation and the City.
- **Arts, Culture, Attractions:** This committee should include the Library, JMKAC, Weill Center and performing arts groups, the Children's Museum, County Tourism and any other related entities. The purpose of this group is to encourage and implement the Arts, Culture and Food District initiatives to foster collaboration around events, marketing and promotions to further brand the district.

The new work program suggested above is tailored to enhance and implement the core strategies that are recommended in Harbor Centre Master Plan. The above recommendations are designed to streamline the BID's efforts so that it can make the most impact within the anticipated revenue structure.

It will be important that the City of Sheboygan strengthen its downtown economic development and business recruitment efforts. It will be the City's responsibility to implement the capital improvements, public space improvements, and public space management that are recommended in this Master Plan. One of the most important things that the BID can do for the downtown business and residential community is to advocate on their behalf. The role of convener, coordinator, and advocate will be invaluable when it comes to encouraging the City to implement many of the items in this Master Plan. A sample benchmark measurement plan is provided on the following page so the BID can successfully track and measure its progress and demonstrate its value to downtown businesses and property owners.

Figure 8.4: Benchmarks

How are we doing?

HARBOR CENTRE
DOWNTOWN/RIVERFRONT/SOUTH PIER | SHEBOYGAN

MISSION

To preserve and enhance the Harbor Centre district as a vital social and economic hub of Sheboygan.



CORE AREAS OF FOCUS

- Sustainable BID Operations
- Leverage Arts, Culture and Food Cluster
- Encourage Housing and Urban Development
- Connect and Cross Market



BY THE NUMBERS

By focusing on our mission and core areas of focus, we will achieve the following objectives:

Goal:	Current Measure:			10-yr Target	
Achieve market share of housing units	28 new units planned	1 yr	5 yr	10 yr	400 new units
Retain share of professional employment	12% of City Professional Jobs	1 yr	5 yr	10 yr	150,000 SF new professional space
Reduce vacant storefronts	18 long-term vacancies	1 yr	5 yr	10 yr	Maximum 5 long-term vacancies
Improve storefront appearance	Design standards underway	1 yr	5 yr	10 yr	25 storefronts improved
Increase local spending capture	\$3,200 per household spent downtown	1 yr	5 yr	10 yr	\$5,100 per HH spent DT
Increase cross marketing	Limited	1 yr	5 yr	10 yr	Regular Marketing Coordination
Increase attendance at signature events	Unknown	1 yr	5 yr	10 yr	20% increase
Increase net private investment	No current development proposed	1 yr	5 yr	10 yr	\$40 million in net private investment
Increase BID approval rating	Unknown	1 yr	5 yr	10 yr	90% approval

Target Current Measure

Contact the Harbor Centre Business Improvement District

920.452.6921 | bidmanager@harborcentre.com
621 S 8th Street, Sheboygan WI 53081





8th Street Design Standards

In order to preserve property values and improve the overall pedestrian experience on 8th Street, a set of design standards has been developed. The standards are intended to encourage high quality design which complements the historic and pedestrian-oriented character of downtown Sheboygan. These standards apply to properties with frontage on North 8th Street between Indiana and Michigan Avenues.

The presence of quality design standards also protects individual property owners and businesses by preventing adjacent properties from becoming blighted or creating blank spaces in downtown which discourage pedestrians from exploring businesses elsewhere in downtown. In fact, many property owners benefit from improvements to adjacent properties through increased foot traffic and higher rental rates and resale values.

This impact is evident in multiple national studies which found an average of 34 percent higher property value increases in commercial districts with design standards versus other comparable districts in the same city (City of Tucson, 2002). In Sheboygan, several local property owners have experienced similar increases. For instance, four of the best preserved historic properties in the 500 and 600 block of North 8th Avenue rank in the top ten highest valued properties in all of Harbor Centre (based on improvement to land value). The Johnston's Bakery building is another recent local example of a property renovation which has resulted in measurable increases in customer traffic as a result of improved aesthetics.



Well-preserved and restored buildings enjoy measurable increases in lease rates and resale value.

The 8th Street design standards provide guidance for individuals modifying, renovating or constructing buildings along North 8th Streets, and have been divided into two sections. The first section provides guidance for modifications to existing properties, while the second section provides additional information relevant to new construction.



Eighth Street features a number of historically significant properties and wide variety of architectural styles which create a unique downtown experience.

8th Street Design Standards: Existing Buildings

Traditional Facade Components



+: Center building has maintained historic facade, with traditional ground-level storefront windows and vertical orientation of windows on second floor.

-: Building at left has drawn blinds obscuring ground-level restaurant, a cabinet sign that is oversized for the facade, horizontally-oriented second floor windows, and lacks architectural elements such as a decorative cornice. Building at right has obscured the historic facade with vinyl siding, has diagonal wood paneling at the ground floor, and does not match the historic window patterns of its neighbor.

Existing Buildings:

GENERAL DESIGN REGULATIONS

Building Scale and Massing

- Buildings shall maintain a distinction between the street-level façade and upper floor facades, with the first floor being more transparent and the upper floors being more opaque.
- The historic distinction in floor heights between the ground floor and upper levels should be expressed through details, materials, and fenestration. The presence of a belt course is an important feature in this relationship.
- A pattern of similar façade shapes, window/door openings, and details shall reflect historic structures in the area and be present for buildings on the same block.
- The alignment pattern of horizontal features (window moldings, tops of display windows, cornices, copings, parapets, etc.) on building fronts should be maintained across historic and new structures along 8th Street.
- Elements of corporate/franchise architecture may be permitted, but shall respect and fit in with surrounding properties.

Building Ground Floor Treatment & Interface with the Public Realm

- Ground floors of buildings along 8th Street shall contain commercial uses.
- The ground floor of all commercial/mixed-use projects shall be developed to encourage pedestrian activity and provide for pedestrian interest along the street. Ground floor facades shall maintain the historic scale of building facades and key elements such as storefront windows and transoms. At least 60% of the first floor façade facing 8th Street shall be clear, non-tinted windows or entrances.

- Spandrel glass, highly reflective surfaces, and tinted glass are prohibited along the ground floor of 8th Street. Such surfaces may be used above ground level for decorative purposes only.
- Windows along 8th Street shall not be obscured by paper, vinyl coverings, unapproved signage, or interior walls.
- A "bulkhead" or "kneewall" of 24 inches to 30 inches is required between first floor windows and the ground.
- Windows shall allow views into the shop working area, and/or lobby. Display cases may be incorporated into interior spaces where open glass storefronts are not feasible.
- Shades/curtains and window treatments at ground level are discouraged. Window treatments for any windows shall be manufactured for such use.

Building Materials

- Materials for buildings fronting 8th Street shall be authentic and shall not mimic other materials (e.g., materials with faux wood grain are prohibited). High-quality, long-lasting materials such as fiber cement siding may be used for facades of buildings that do not front along 8th Street.
- Every effort shall be made to preserve, and not remove, historic storefront materials (original plate glass, stone columns and piers, original doors, original brick, original trim, etc.).
- Concrete block (smooth or decorative split-face), stucco/EIFS (smooth, natural, or textured synthetic), metal, plywood, pressboard, unfinished precast concrete, diagonal siding, board-and-batten surfaces, and poured-in-place concrete shall not be used on building facades or walls that are visible from streets, driveways, sidewalks, alleys, or parking areas.
- Ground face, glazed block, synthetic stone, smooth/textured synthetic stucco or plaster, wood trim, and decorative metal shall be used only for decorative accent purposes and limited in use on building facades.
- Whenever possible, reconstruction of existing buildings/storefronts should be based on physical evidence or historic photographs of the building.
- Façade materials shall be horizontally oriented.
- Vinyl and aluminum siding is prohibited.

Typical Storefront Materials



✦: Building at left has maintained the historic windows and brick on the second floor.

✧: Building at left has replaced ground floor facade with vertical wood panels and painted brick. Building at right does not maintain the window opening pattern established by its neighbors, has shutters, has a sloped mid-façade roof instead of an area for signage, and has replaced traditional large storefront windows with a blank wall and small high window openings.



✦: Center and left buildings have maintained all aspects of their historic architecture, including authentic materials (brick, painted wood, glass), large storefront windows, full second floor windows, traditional signage placement, a beltcourse, decorative cornice, and a kneewall.

Façade Color

- The color scheme shall be sensitive to the time period of building construction, architectural style, materials, relationship to surrounding buildings, and location/district of building.
- Facades shall make use of a primary façade color and various accent colors – see Specific Design Regulations by District for more details.
- Painting of brick and masonry is prohibited. The restoration of painted brick and masonry surfaces is encouraged.
- Colors for building walls and storefronts shall be compatible for shops that occupy multiple-storefront buildings.

Lighting

- Lights shall not move, flash, or make noise, except in the case of historically accurate theater marquees.
- Site lighting shall provide a sense of safety without having a negative effect on neighboring properties. Lighting shall be located, aimed, or shielded to minimize glare, sky glow, and stray light trespass across property lines.
- Lighting along 8th Street shall be designed for pedestrians.
- Projecting light fixtures, such as shaded gooseneck fixtures used for externally illuminated signs, shall be simple and unobtrusive in appearance.



-; Buildings without a common color scheme make this block seem a bit haphazard.



+; Repeated use of reds, blues, and yellows makes this block seem cohesive and inviting, even across variations in architecture.

Signage and Awnings

- Outdoor neon/LED signs and interior neon/LED signs visible from 8th Street are limited to two per storefront, with the exception of historic or vintage fixtures
- Internally lit 'cabinet' type signs are prohibited on facades and in windows. Internally lit letters are permitted.
- Sandwich signs:
 - a. Shall not be placed in a manner that impedes pedestrian traffic;
 - b. Shall not be wider than three feet or taller than four feet;
 - c. Shall be professionally designed and well-maintained; and
 - d. Shall use high-quality materials that withstand the elements.
- When awnings are present, awning color shall be selected to ensure compatibility with the building and adjacent buildings.
- Awnings shall be attached below the storefront cornice or sign panel and shall not cover the piers on either side of the storefront.
- Plastic and vinyl awnings are prohibited.
- Awnings shall not project more than seven feet from the wall of the building it is attached to, and shall not be closer than one foot to the back of the curb.
- Arcades and structural overhangs of the public sidewalk are prohibited, except in the case of historically accurate theater marquees.
- New signage shall be traditional in character to complement existing historic structures along 8th Street.
- Signage is limited to one primary sign per storefront. The primary sign, if present, shall be located above the storefront display windows but below the sills of the second floor windows.
- Secondary signs, when present, shall be oriented to pedestrians. Secondary signs may consist of plaques (maximum of two square feet), projecting signs (maximum of 12 square feet), or window signs (shall not cover more than twenty percent of the total glazed area of the storefront and shall not obscure the display area).
- Projecting signs larger than 12 square feet are prohibited. Projecting signs shall not project more than 4.5 feet from the face of a building, shall not obscure signage from adjacent buildings, and shall be adequately braced with decorative metalwork (swinging signs are prohibited).



Backlit cabinet signs do not fit the desired character of the 8th Street corridor and will not be allowed on new buildings or as replacements for existing signs.



Backlit individual letter signs are allowed.



Primary signage should be located above awnings rather than on them. Mounting these awnings lower on the building would accommodate proper sign placement.



Secondary signage should be oriented toward pedestrians.

- There shall be at least seven feet of vertical clearance between awnings and the sidewalk and at least eight feet of vertical clearance between projecting signs and the sidewalk.

SPECIFIC DESIGN REGULATIONS BY DISTRICT

Design Districts

In order to build variety and flexibility into the design regulations, the 8th Street corridor has been divided into four districts to capitalize on current trends in business mix and further strengthen the Library/JMKAC/Weill Center/Children's Museum as the heart of the corridor. The districts are:

1. Waterfront/Transitional District: Indiana to Jefferson Ave/7th-8th-9th St (3.5 blocks)
This district serves as a transition from the Riverfront/South Pier Districts which have a distinct nautical design theme to the core downtown commercial area, with its historic buildings, urban grid street network, and mix of commercial uses and public spaces. This district is home to the Military Heritage Museum, the Chamber of Commerce, and a large redevelopment area.

Facade Color

• **Neutral and natural colors (earth tones)** shall be used wherever possible, with contrasting colors acceptable for secondary or accent colors. Primary/bright colors are discouraged unless used sparingly for subtle trim accents or encouraged by district guidelines. Total color palette per building: 3 colors.

2. Downtown South District: Jefferson Ave to New York Ave (3 blocks)

This area is home to several restaurants and service businesses and currently caters primarily to singles/families without children due to the nature of the dining and service options (upscale local food/import market; trattoria; chocolate shop; personal services).

Facade Color

• **Natural colors (earth tones)** shall be used wherever possible, with contrasting colors acceptable for secondary or accent colors. Primary/bright colors are discouraged unless used sparingly for subtle trim accents. Total color palette per building: 3-5 colors.

3. Arts/Culture District: New York Ave to Niagara Ave (2 blocks)

This two block stretch contains many of the regional destinations in downtown: the Weill Center for Performing Arts, the Mead Public Library, Above and Beyond Children's Museum, and is adjacent to the JM Kohler Art Center.

Facade Color

• **The majority of the building shall be a natural or muted color**, with contrasting colors recommended for secondary or accent colors. Bold/bright colors are encouraged, although they should coordinate with other building colors. Highly contrasting (clashing) or neon colors within a storefront or between adjacent storefronts is prohibited. Total color palette per building: 4-5 colors.

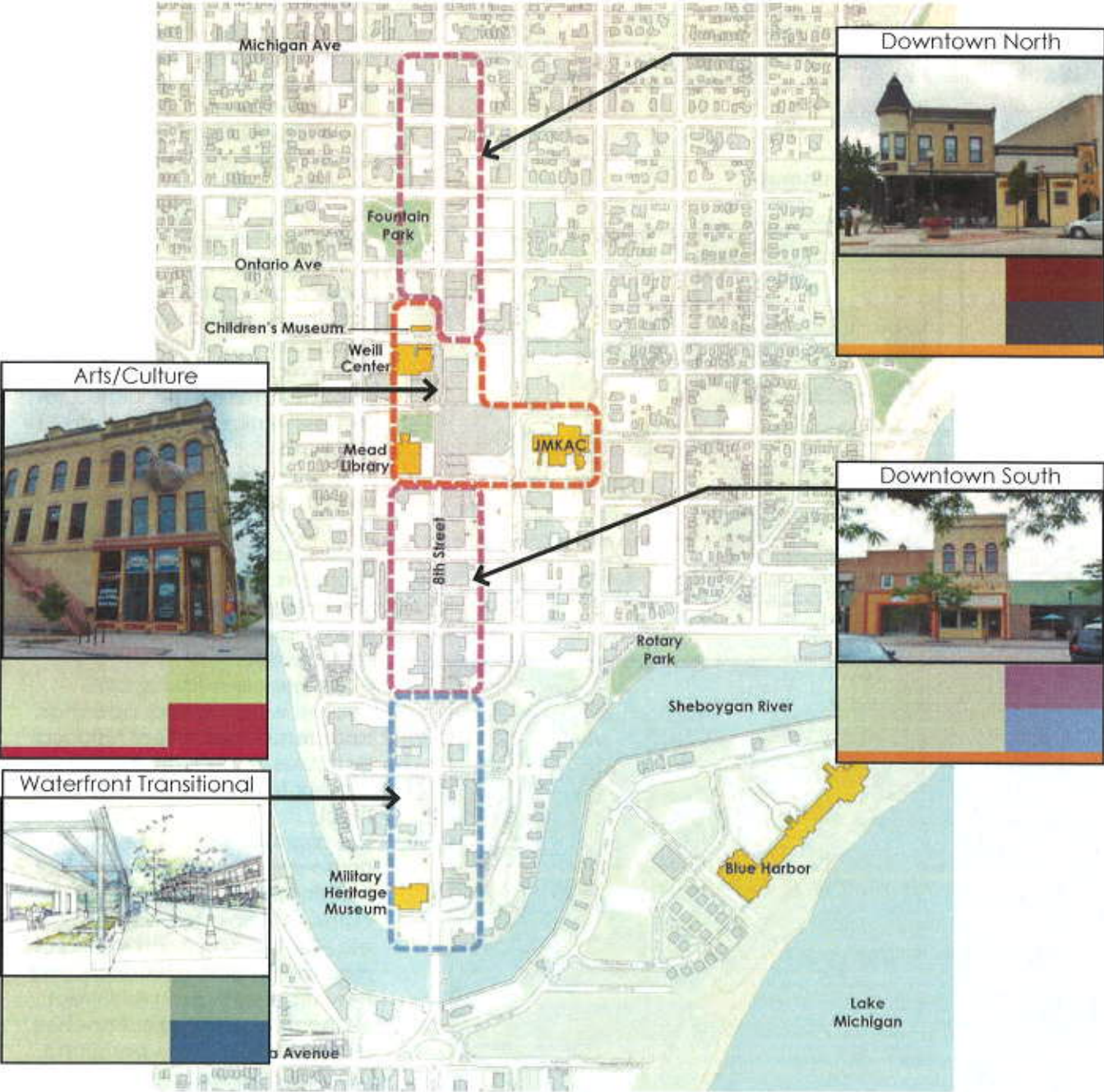
4. Downtown North District: Niagara to Michigan Ave (4 blocks)

This area contains a mix of shops and restaurants that currently cater primarily to young singles or families with children (coffee shop, grocery co-op, farmers market, two bars, a diner and Fountain Park).

Facade Color

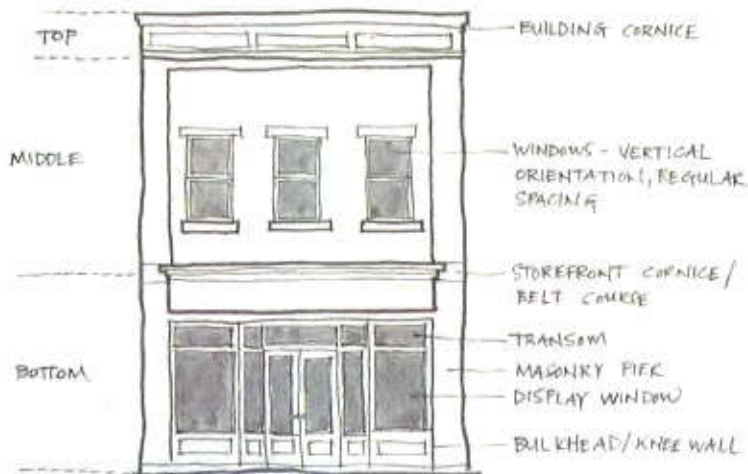
• **The majority of the building shall be a natural or muted color**, with contrasting colors recommended for secondary or accent colors. Bold/bright colors are encouraged, although they should coordinate with other building colors. Highly contrasting (clashing) or neon colors within a storefront or between adjacent storefronts is prohibited. Total color palette per building: 3-5 colors.

Map 8.0: Design Standard Districts & Example Color Palettes



8th Street Design Standards: New Buildings

Traditional Facade Components



The ground floor and second floor of buildings shall maintain at least 70% of the facade at or within 3' of the sidewalk edge (rather than having more than 30% of the building set back).

GENERAL DESIGN REGULATIONS

Building Scale and Massing

- Buildings shall have flat roofs.
- New buildings shall use contemporary interpretations of traditional building styles. Contemporary designs draw upon the fundamental similarities among historic buildings without copying them. New buildings shall be compatible with surrounding historic structures while being products of their own time.
- Literal imitation of older historic styles is prohibited. "Theme" restorations and attempts to create false history for new buildings are prohibited.
- Buildings shall maintain a distinction between the street-level facade and upper floor facades, with the first floor being more transparent and the upper floors being more opaque.
- Facades shall be articulated to express vertical rhythm related to structural columns and bays.
- The historical distinction in floor heights between the ground floor and upper levels should be expressed through details, materials, and fenestration. The presence of a belt course is an important feature in this relationship.
- A pattern of similar facade shapes, window/door openings, and details shall reflect historical structures in the area and be present for buildings on the same block.
- The alignment pattern of horizontal features (window moldings, tops of display windows, cornices, copings, parapets, etc.) on building fronts should be maintained across historical and new structures along 8th Street.
- Elements of corporate/franchise architecture may be permitted, but shall respect and fit in with surrounding properties.
- The ground floor and second floor of buildings shall maintain at least 70 percent of the facade at or within three feet of the sidewalk edge.

Building Height

- New buildings shall be a minimum of two stories and 30 feet in height and a maximum of four stories or 60 feet (whichever is less), unless conditional approval is granted by the Plan Commission for unique circumstances.

Building Ground Floor Treatment & Interface with the Public Realm

- Front facades along 8th Street shall be located along the front lot line to create a regular pattern of facades along the sidewalk and establish the feeling of an "outdoor room" along the street.
- Buildings with long front facades should split the facades in to "modules" that are similar in width to adjacent buildings along 8th Street. Modules may use changes in façade materials, window design, façade height, or other elements to differentiate modules. Such modules shall be architecturally harmonious with adjacent modules and/or buildings. Slight variation in alignment between façade elements on such buildings is encouraged.
- Ground floors of buildings along 8th Street shall contain commercial uses.
- The ground floor of all commercial/mixed-use projects shall be developed to encourage pedestrian activity and provide for pedestrian interest along the street. Ground floor facades shall maintain the historic scale of building facades and key elements such as storefront windows and transoms. At least 60% of the first floor façade facing 8th Street shall be clear, non-tinted windows or entrances.
- Spandrel glass, highly reflective surfaces, and tinted glass are prohibited along the ground floor of 8th Street. Such surfaces may be used above ground level for decorative purposes only.
- Windows along 8th Street shall not be obscured by paper, vinyl coverings, unapproved signage, or interior walls.
- A "bulkhead" or "kneewall" of 24 inches to 30 inches is required between first floor windows and the ground.
- Windows shall allow views into the shop working area, and/or lobby. Display cases may be incorporated into interior spaces where open glass storefronts are not feasible.
- Shades/curtains and window treatments at ground level are discouraged. Window treatments for any windows shall be manufactured for such use.



+: A regular pattern of windows is established, facade is articulated with structural columns, main entrance lobby is called out with architectural features, quality materials.

-: Only one entrance for a very large building, signage above the second floor, ground floor windows go straight to the ground with no bulkhead, little variation in materials to break up the mass of the building, second floor windows lack vertical orientation.



+: Building at left has a recessed entrance, well placed signage (though ideally it would be centered), large ground floor windows, and has maintained the historic windows and brick on the second floor.

-: Building at left has replaced ground floor facade with vertical wood panels and painted brick. Building at right does not maintain the height, materials, or window opening pattern established by its neighbors, has shutters, has a sloped mid-facade roof instead of an area for signage, and has replaced traditional large storefront windows with a blank wall and small high window openings.



+: Center building has maintained historic facade, with traditional ground-level storefront windows and vertical orientation of windows on second floor.

-: Building at left has drawn blinds obscuring ground-level restaurant, a cabinet sign that is oversized for the facade, horizontally-oriented second floor windows, and lacks architectural elements such as a decorative cornice. Building at right has obscured the historic facade with vinyl siding, has diagonal wood paneling at the ground floor, and does not match the historic window patterns of its neighbor.

- Corner buildings shall be designed to present a visually interesting façade to pedestrians on both frontages; corner entrances are encouraged for corner buildings.
- Outdoor cafes/seating areas for restaurants are encouraged where space permits to enhance the overall pedestrian character of the downtown.
- Vertical joints between façade materials should occur only at inside corners or changes in façade depth.
- Facades facing alleys and parking lots shall have high-quality materials, though the level of detailing may be less than facades facing public streets.

Doorways, Porches, and Upper Floor Windows

- Primary entrances of buildings with lot lines along 8th Street shall be oriented towards 8th Street, be clearly defined, and be at street level. Primary entrances to individual ground-level businesses shall be from the sidewalk, and not from inside lobbies or hallways.
- Entrances shall be recessed at least three feet from the front lot line.
- Entrances along 8th Street shall be open to the public during all regular business hours.
- Lobbies for upper floor residential or commercial uses shall be distinguished from ground-level business entrances.
- Access to upper floors shall be provided via staircases integrated with the main bulk of the building, not via enclosed staircases tacked on to the building façade. Access to upper floors may be provided via unenclosed exterior staircases if conditional approval is granted by the Architectural Review Committee for unique circumstances.
- Upper story windows shall have a vertical emphasis. Detailing such as muntins or mullions are encouraged where integrated into the building design; muntins and mullions shall be exposed to the exterior and not be sandwiched between panes of glass or located on the interior of the window.
- Original window openings shall be maintained. Blocking portions of window openings to accommodate standard sized prefabricated windows is prohibited.
- Shutters and bow windows are prohibited.
- Bay windows, if proposed, must be appropriate to the overall architectural style of the building.



+: Sidewalk cafe maintains adequate pedestrian clearance from building and encloses the cafe area with a barrier; buildings establish a consistent pattern of storefront windows and awnings.



-: Vertical joints between facade materials should occur only at inside corners or changes in facade depth, rather than abruptly as seen above. Facades facing alleys and parking lots should have high quality materials or other aesthetic enhancements.



+: Center and left buildings have maintained all aspects of their historic architecture, including authentic materials (brick, painted wood, glass), large storefront windows, full second floor windows, traditional signage placement, a beltcourse, decorative cornice, a kneewall, and recessed entrances.

-: Building at right does not maintain the pattern established by the surrounding structures.

Building Materials

- Materials for buildings fronting 8th Street shall be authentic and shall not mimic other materials (e.g., materials with faux wood grain are prohibited). High-quality, long-lasting materials such as fiber cement siding may be used for facades of buildings that do not front along 8th Street.
- Every effort shall be made to preserve, and not remove, historic storefront materials (original plate glass, stone columns and piers, original doors, original brick, original trim, etc.).
- Concrete block (smooth or decorative split-face), stucco/EIFS (smooth, natural, or textured synthetic), metal, plywood, pressboard, unfinished precast concrete, diagonal siding, board-and-batten surfaces, and poured-in-place concrete shall not be used on building facades or walls that are visible from streets, driveways, sidewalks, alleys, or parking areas.
- Ground face, glazed block, synthetic stone, smooth/textured synthetic stucco or plaster, wood trim, and decorative metal shall be used only for decorative accent purposes and limited in use on building facades.
- Whenever possible, reconstruction of existing buildings/storefronts should be based on physical evidence or historic photographs of the building.
- Façade materials shall be horizontally oriented.
- Infill buildings shall be composed of complementary materials similar to original adjacent facades so new projects do not stand out against adjacent historical structures.
- Vinyl and aluminum siding is prohibited.



- ✦: Large storefront windows, recessed entrances, preservation of second floor brick facade.
- ✦: Little differentiation of storefronts along a long facade, obscured ground floor windows, large amount of ground floor window signage, historic facade obscured along ground floor, modern second floor windows that are out of character.



- ✦: Building at left has maintained all aspects of its historic architecture (large storefront windows, traditional signage placement, decorative cornice, etc.). center building has large storefront windows and recessed entrances.

- ✦: Center building has little facade detailing, window size/style/spacing is out of character with historic patterns. Building at right is far out of scale with its surroundings and does not maintain the historic facade pattern.



- ✦: Large storefront windows, traditional signage placement, historic facades along street have been maintained.

- ✦: Second floor staircase tacked on to the sides of buildings, second floor windows on building at right replaced with small, out of character windows, no kneewall on building at right.



- ✦: Ground floor windows provide transparency, doors are recessed from the street.

- ✦: Caged second floor windows, corrugated second floor facade, poor quality of materials and lack of maintenance, no architectural rhythm to match historical structure.

Façade Color

- The color scheme shall be sensitive to the time period of building construction, architectural style, materials, relationship to surrounding buildings, and location/district of building.
- Facades shall make use of a primary façade color and various accent colors – see Specific Design Regulations by District for more details.
- Painting of brick and masonry is prohibited. The restoration of painted brick and masonry surfaces is encouraged.
- Colors for building walls and storefronts shall be compatible for shops that occupy multiple-storefront buildings.

Parking and Driveways

- New mid-block curb cuts/driveway access off of 8th Street is prohibited.
- New parking lots fronting 8th Street are prohibited. Existing parking along 8th Street should be well screened from pedestrians in the short term with landscaping and decorative fencing and replaced with infill development in the long term. Hedges, if present, shall be maintained between 30 and 36 inches in height.
- Dedicated surface parking for single businesses is discouraged; shared parking should be considered to minimize the negative impacts of parking on downtown vitality and pedestrian activity.



-: Buildings without a common color scheme make this block seem a bit haphazard.



+: Repeated use of tans, reds, and blues makes this block seem cohesive and inviting, even across variations in architecture.

- Bicycle parking equal to at least 10 percent of the number of car stalls shall be provided as part of any public or private parking lot and shall be located as close as feasible to public building entrances or pedestrian routes connecting to 8th Street.
- Loading, trash, and utility areas shall be located at the rear of buildings and screened from all street and sidewalk views. Screening materials shall complement the building. Shared service areas between businesses are encouraged.

Lighting

- Lights shall not move, flash, or make noise, except in the case of historically accurate theater marquees.
- Site lighting shall provide a sense of safety without having a negative effect on neighboring properties. Lighting shall be located, aimed, or shielded to minimize glare, sky glow, and stray light trespass across property lines.
- Lighting along 8th Street shall be designed for pedestrians.
- Projecting light fixtures, such as shaded gooseneck fixtures used for externally illuminated signs, shall be simple and unobtrusive in appearance.

Signage and Awnings

- Outdoor neon/LED signs and interior neon/LED signs visible from 8th Street are limited to two per storefront, with the exception of historic or vintage fixtures
- Internally lit 'cabinet' type signs are signs are prohibited on facades and in windows. Internally lit letters are permitted.
- Sandwich signs:
 - a. Shall not be placed in a manner that impedes pedestrian traffic;
 - b. Shall not be wider than three feet or taller than four feet;
 - c. Shall be professionally designed and well-maintained; and
 - d. Shall use high-quality materials that withstand the elements.
- When awnings are present, awning color shall be selected to ensure compatibility with the building and adjacent buildings.
- Awnings shall be attached below the storefront cornice or sign panel and shall not cover the piers on either side of the storefront.
- Plastic and vinyl awnings are prohibited.



Backlit cabinet signs do not fit the desired character of the 8th Street corridor and will not be allowed on new buildings or as replacements for existing signs.



Backlit individual letter signs are allowed.



Primary signage should be located above awnings rather than on them. Mounting these awnings lower on the building would accommodate proper sign placement.



Secondary signage should be oriented toward pedestrians.

- Awnings shall not project more than seven feet from the wall of the building it is attached to, and shall not be closer than one foot to the back of the curb.
- Arcades and structural overhangs of the public sidewalk are prohibited, except in the case of historically accurate theater marquees.
- New signage shall be traditional in character to complement existing historic structures along 8th Street.
- Signage is limited to one primary sign per storefront. The primary sign, if present, shall be located above the storefront display windows but below the sills of the second floor windows.
- Secondary signs, when present, shall be oriented to pedestrians. Secondary signs may consist of plaques (maximum of two square feet), small projecting signs (maximum of 12 square feet), or window signs (shall not cover more than twenty percent of the total glazed area of the storefront and shall not obscure the display area).
- Projecting signs larger than 12 square feet are prohibited. Projecting signs shall not project more than 4.5 feet from the face of a building, shall not obscure signage from adjacent buildings, and shall be adequately braced with decorative metalwork (swinging signs are prohibited).
- There shall be at least seven feet of vertical clearance between awnings and the sidewalk and at least eight feet of vertical clearance between projecting signs and the sidewalk.



+: Buildings establish a consistent pattern of storefront windows/awnings/signage, historic and architecturally appropriate materials maintained for storefronts.

-: Chain bracing on projecting sign.

SPECIFIC DESIGN REGULATIONS BY DISTRICT

Design Districts

In order to build variety and flexibility into the design regulations, the 8th Street corridor has been divided into four districts to capitalize on current trends in business mix and further strengthen the Library/JMKAC/Weill Center/Children's Museum as the heart of the corridor. The districts are:

1. Waterfront/Transitional District: Indiana to Jefferson Ave/7th-8th-9th Split (3.5 blocks)
This district serves as a transition from the Riverfront/South Pier Districts which have a distinct nautical design theme to the core downtown commercial area, with its historic buildings, urban grid street network, and mix of commercial uses and public spaces. This district is home to the Military Heritage Museum, the Chamber of Commerce, and a large redevelopment area.

2. Downtown South District: Jefferson Ave to New York Ave (3 blocks)
This area is home to several restaurants and service businesses and currently caters primarily to singles/families without children due to the nature of the dining and service options (upscale local food/import market; trattoria; chocolate shop; personal services).

3. Arts/Culture District: New York Ave to Niagara Ave (2 blocks)
This two block stretch contains many of the regional destinations in downtown; the Weill Center for Performing Arts, the Mead Public Library, Above and Beyond Children's Museum, and is adjacent to the JM Kohler Art Center.

4. Downtown North District: Niagara to Michigan Ave (4 blocks)
This area contains a mix of shops and restaurants that currently caters primarily to young singles or families with children (coffee shop, grocery co-op, farmers market, two bars, a diner and Fountain Park).
In order to create continuity along the corridor, the following regulations are general to all development. Regulations specific to a district are included at the end of this document.

Waterfront Transitional

Facade Color

- Neutral and natural colors (earth tones) shall be used wherever possible, with contrasting colors acceptable for secondary or accent colors. Primary/bright colors are discouraged unless used sparingly for subtle trim accents or encouraged by district guidelines. Total color palette per building: 3 colors.

Downtown South

Building Height

- New structures should fit in with surrounding building heights and not be significantly taller or shorter than adjacent structures unless the proposed structure can provide a transition from the height of adjacent structures to its higher portions. Maximum height difference between adjacent buildings on the same block is the lesser of one story or 12 feet.

Facade Color

- Natural colors (earth tones) shall be used wherever possible, with contrasting colors acceptable for secondary or accent colors. Primary/bright colors are discouraged unless used sparingly for subtle trim accents. Total color palette per building: 3-5 colors.

Arts/Culture

Building Height

- New structures should fit in with surrounding building heights and not be significantly taller or shorter than adjacent structures unless the proposed structure can provide a transition from the height of adjacent structures to its higher portions. Maximum height difference between adjacent buildings is the lesser of two stories or 24 feet.

Facade Color

- The majority of the building shall be a natural or muted color, with contrasting colors recommended for secondary or accent colors. Bold/bright colors are encouraged, although they should coordinate with other building colors. Highly contrasting (clashing) or neon colors within a storefront or between adjacent storefronts is prohibited. Total color palette per building: 4-5 colors

Downtown North

Building Height

- New structures should fit in with surrounding building heights and not be significantly taller or shorter than adjacent structures unless the proposed structure can provide a transition from the height of adjacent structures to its higher portions. Maximum height difference between adjacent buildings is the lesser of one story or 12 feet.

Façade Color

- The majority of the building shall be a natural or muted color, with contrasting colors recommended for secondary or accent colors. Bold/bright colors are encouraged, although they should coordinate with other building colors. Highly contrasting (clashing) or neon colors within a storefront or between adjacent storefronts is prohibited. Total color palette per building: 3-5 colors.

Map 8.0: Design Standard Districts & Example Color Palettes

